INDIAN UNIVERSITY ADMINISTRATION

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STATE INSTITUTE OF EDUCATION
BANPUR

MINISTRY OF EDUCATION

GOVERNMENT OF INDIA

1958

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Proceedings of the Vice-Chancellors' Conference on University Administration convened by the Ministry of Education & Scientific Research from July 30 to August 1, 1957

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FOREWORD

This Conference of Vice-Chancellors constitutes an important link in the chain of measures that are being taken by the Ministry of Education and Scientific Research and the University Grants Commission for the general all-round improvement of University Education. It brought together the Vice-Chancellors of thirty Universities, several Education Secretaries of State Governments and Secretaries of Boards of Secondary Education, members of the University Grants Commission as well as a number of other distinguished educationists to discuss issues of great importance pertaining to University administration. It was the first time that a representative gathering like this devoted itself to the study of this problem; University teachers generally come together in their Conferences to discuss academic issues and problems. In recent years, however, the realization has sharpened that standards of higher education cannot be raised unless University administration is toned up and streamilned. This is due to a variety of factors—the large increase in the number of students and teachers, the new problems of finance and administration created by the expansion of University work, the factors that complicate the functioning of some of the University bodies responsible for the academic and executive affairs of the University, the need for defining clearly the relationship of the University to other stages of education, particularly Secondary Education. Even apart from these vital problems, many of our Universities have become large concerns, with a responsibility for administering large properties and budgets, and if full and proper use is to be made of the resources placed at their disposal—which are still meagre compared to the magnitude of their needs—there is need for building up an efficient and business like administrative machinery. The criticism often voiced that academic men are not good administrators has to be met—if necessary, by a judicious mixture of both types of workers. Again, it is necessary for University authorities to realise that the University is not only an academic organization where certain courses are taught but also a *community of teachers and students* living together in an atmosphere which, *ideally speaking*, should bring out the best in them and contribute to the development of balanced and integrated personalities. In actual practice, such conditions are lacking, in varying degrees, in all the Universities and one of the special responsibilities of University administrators is to study how the University environment could be made richer and more stimulating—socially, culturally and academically. So, even if we are interested primarily in the education of mind and character, we have to deal with these problems because they all are integrally inter-linked. If the students' discipline is unsatisfactory, it is not merely an educational problem. Their economic difficulties, the absence of hostel facilities, the arrangements made for the supervision of their living conditions, the adequacy of provision made for games, sports and cultural activities all enter into it. If the University campus is ill-kept, unclean, lacking in aesthetic appeal, deprived of parks and trees and flowers, it

affects students' health as well as the proper development of their personality and interests. It is, therefore, necessary that we gear up our administrative machinery to these new and more complex needs of the University situation and reorganise the various University bodies in such a way that they can function smoothly and efficiently, without the internal frictions and conflicts which often make them ineffective.

I am sure all University teachers and administrators are just as exercised as I am about the complaints and criticisms that are being made in all quarters about the low standards of University Education. We can make out a good case to explain the present position and even turn the tables to some extent on our critics by pointing out the financial and other difficulties under which we are working and for which we are not responsible. But this shifting of responsibility does not lead us anywhere. This is a national challenge which our Universities have to face, for the eventual success of all our plans of development and all dreams and aspirations for a richer and fuller life for our people depends on the quality of persons whom we train in our Universities—their mental quality, their social sensitiveness, their integrity, their practical efficiency. To achieve this objective, the quality of teaching as well as the quality of administration has to be improved radically. In this Conference, many valuable ideas and suggestions have been thrown out which, I hope, will be studied with care by all concerned with University Education. I need hardly add that the views expressed by the members in the course of the discussion are their individual views and Government of India do not take any responsibility for them. But it welcomes the full and frank exchange of ideas that took place at the Conference because it believes that University men and women should have the fullest freedom of thought and expression, and should place the results of their honest, intelligent and fearless thinking before the public as well as Government and their own academic and executive authorities.

I should like to convey my thanks to all the distinguished participants of the Conference who gave their time and thought to this important work, to Dr. C. D. Deshmukh for having given a thoughtful Inaugural Address and to Dr. A. L. Mudaliar for conducting the proceedings of the Conference with his usual grace and ability. I should also like to thank my colleagues of the University Section in the Ministry for their work in organising the Conference and compiling this Report.

K. G. Saiyidain

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I

INTRODUCTION

For the first time a Conference was held at which the Vice-Chancellors of Indian Universities were present to discuss many aspects pertaining to problems of University Education, particularly with reference to administrative matters, students' welfare, requirements of the teaching staff, and associated subjects.

It was the general feeling of all the members that the Conference served a very useful purpose indeed, and it was an education in itself to all persons. Six main heads under which the discussion was more or less instituted served to elicit valuable information from persons with a great deal of experience. The Office of the Vice-Chancellor, and the manner in which it ought to be filled, provoked keen discussion. The question of University finance, which is a pressing problem in these days when the number of those anxious to take up University education is rapidly increasing, while the quality of University education has necessarily to be kept up, was pinpointed by a representative, Shrimati Hansa Mehta. The constitution of University Bodies and the role of each one of these bodies was another very fruitful subject of discussion. The problems affecting the University teachers and University students were represented dispassionately and frankly in all their aspects. The question of relationship between the School Boards and Universities was discussed at length.

On the whole it was felt that a Conference of this nature was fully justified not only by those who were present but by many who could not attend. It is hoped that such Conferences will be held periodically, almost every alternative year.

We are now in the midst of great changes in every sphere of national activity, the most important of these changes pertain undoubtedly to the development of higher education both in Humanities as well as in Science and Technology. To keep pace with these developments, and to see that proper standards comparable to the international standards are maintained in the Universities is a problem which should interest not only the persons connected with the Universities but also the administrators and the general public. As one who had the privilege of taking an active part in the deliberations of this Conference, I can only say that we should all be grateful to the many great educationists, Vice-Chancellors and others who contributed so materially to the success of this Conference. Our thanks are due to the Ministry of Education at whose instance this Conference was held.

II

INAUGURAL SESSION

Welcome Address by K. G. Saiyidain

I have the modest but pleasant role of extending a most cordial welcome to all of you and of raising the curtain over this Conference of distinguished educationists. This is the first time that the Vice-Chancellors of all the Universities are meeting to discuss common problems of University administration and the Ministry of Education is happy to provide this opportunity for the purpose. The credit for suggesting this idea must, however, go to Dr. V. K. N. Menon of the Institute of Public Administration, who originally made this suggestion to me. I welcomed the proposal readily, because it would afford our Vice-Chancellors and other educationists and educational administrators a chance of deliberating over issues, which are vital to the health and the progress of our universities. As life becomes more complicated and institutions more complex, the importance of administration increases inevitably. This applies just as much to universities as to Government offices, industries or big business concerns. When our universities were comparatively small, concerned with a few thousand students—even a few hundred students in the case of some residential universities—the problems of administration were comparatively simple. Personal relationship between the staff and the students and between the various categories of university teachers and officers was not only closer but also formed the basis and the technique for dealing with these problems. Personal contacts are still all important but many new factors have also now to be taken into reckoning. Now when universities have thousands or tens of thousands of students to deal with, when the provision of proper residential conditions for students in and outside hostels offers an almost insoluble challenge, when colleges have often to be administered through distant radar control, when examinations are a massive headache, when the darkening shadow of the pull for political power is lengthening over them and precipitating serious problems of discipline, when the evils of electioneering have threatened to break into their academic sanctum, when the balancing of the budgets is becoming increasingly difficult—in the face of all these problems, the question of proper administration assumes special significance. Part of the difficulty that universities have to face is no doubt financial. It cannot be persuasively talked away but taking thought is always a help in solving all kinds of problems. Even, if I may say so, the financial problem! There are many ways in which economies can be effected through a vigilant control over expenditure; there are urgent needs that can be met through cooperative endeavour, even without spending a great deal of money. There are sources of public philanthrophy which can be tapped even in these days of real or conveniently pleaded stringency. If the universities can establish more fruitful relationship with the community and make a perceptible contribution to its betterment, in various fields of activity, it may even ease the financial situation to some extent. Moreover, it is for the universities to educate public as well as Government opinion to the basic importance of university education in national life so that it would not regard expenditure for this purpose to be a marginal, or dispensible luxury but as vital to the health and well-being of the nation. If one considers the problem deeply, the primary and the most important source of the human species is what some one has called "the ability of the human mind to create its own realities"—everything else is secondary—and education is concerned with this basic process from which every thing good and great eventually springs. If this truth, so simple and so subtle, so obvious and

yet so difficult to grasp, could be hammered into the minds of men, education could attain its true status in life and financial difficulties would not cripple it as they are apt to do at present at any provocation !

It is a matter of satisfaction to me that this Conference is being attended not only by Vice-Chancellors but also by members of the University Grants Commission and some of the Education Secretaries and representatives of Boards of Secondary Education. If our universities are to develop on healthy lines, it is essential that there should be good understanding between State Governments and universities and the former should come forward to the financial help of the universities as readily as the Commission, without impinging in any way on their due autonomy. In the allotment of grants, there is, if I may so put it, an almost unavoidable tendency on the part of strings to attach themselves to the purse strings! This is a tendency that the Central Government has been trying to resist as far as humanly possible and, in fact, the creation of the University Grants Commission is an earnest of this policy. I venture to hope that State Governments will increasingly follow the same trend of financial policy in their dealings with their own universities. While it is the business of all Governments to ensure that funds are properly utilized and to indicate the broad social objectives and purposes of national policy within whose framework universities should work, they should certainly not use their financial authority to control the internal administration of universities.

I am not, however, concerned here mainly with the financial problem which you will no doubt take up in your deliberations and to which I had referred only incidentally. I would like to invite your attention to one or two other basic issues which deserve your careful thought. In the first place, the universities must endeavour earnestly to set up an administration of unimpeachable integrity and strength which will be able to resist political pressures at the time of elections and appointments, and dedicate themselves single-mindedly to the improvement of standards of education and training. Some universities have actually modified their constitutions in this direction; others may well consider how, with due regard to their local circumstances, they can achieve this end in view. Secondly, they should adopt all possible measures to give a fair and proper deal to their students and endeavour to fill their life with significance. That is perhaps the most important problem of administration in the human sense. When students lead unhappy, restricted, frustrated lives; when there are no opportunities for them to develop their aptitudes and capacities either at home or in the colleges; when financial worries make it impossible for them to concentrate on their studies with any peace of mind, is it a matter for surprise that education fails to get a grip on their mind and they fall an easy prey to every glib vendor of propaganda? You might well consider how universities can adopt administrative as well as academic measures which will transform them into vital centres of community living, where students can develop their intellectual talents and social and artistic interests and achieve a sense of social worthfulness. The Education Ministry and the University Grants Commission have sponsored a number of schemes for this purpose, particularly in the field of youth welfare and the universities will, I hope, take the fullest advantage of them. And there are many other activities which they can sponsor on their own. In fact, some have actually done so and there is need for facilitating exchange of ideas and experiences in that field so that the universities may be able to cooperate effectively in the great task of nation building.

I extend to you once again a very sincere and cordial welcome and venture to hope that your deliberations will not merely provide intellectual

clarifications but become the spearhead of beneficial reforms and changes, so that the rich ore of theory may be beaten into the gold of practice! In this task, you will have not only the good-will and good wishes of the Ministry of Education but also its full and active cooperation.

I should also like to take this opportunity of thanking Dr. Shrimali, who has very kindly agreed to preside over the inaugural session, Dr. Deshmukh, who would be good enough to deliver the inaugural address and Dr. Mudaliar, who has accepted our invitation to direct the deliberations of this Conference as its President. This reassures me that the conference is not only starting under favourable auspices but is also in good and competent hands.

Dr. K. L. Shrimali : I shall now request Shri Deshmukh to inaugurate the Conference. Shri Deshmukh is the first Chairman of our University Grants Commission after the new Act came into operation and we would not have got a better person to inaugurate this conference.

Inaugural Address by C. D. Deshmukh

I feel highly honoured and privileged by being called upon by the Ministry of Education and Scientific Research of the Central Government to inaugurate this Conference on University Administration. There are many reasons why I welcome this opportunity to participate in the Conference, and I hope that opportunity will be given to me also to be present at and perhaps take part in the proceedings subsequent to inauguration. I am extremely interested in this Conference personally as well as in my official capacity as Chairman of the University Grants Commission. In the first place, I have been an administrator by profession and I have had an abiding interest in the theory and practice of Public Administration, which interest was heightened by my membership of the Planning Commission. Even before my appointment as Chairman of the University Grants Commission, I had been taking special interest in university administration, and now that interest is deepened since there is intimate connection between the discharge by the Commission of the functions vested in it by law and the quality and efficiency of university administration.

The task of public administration is to carry out the national programmes of development, programmes which are based on the assessment of the needs and resources of the country and which represent a systematic effort to translate into action the goals of social and economic policy prescribed in the Directive Principles of the Constitution. What is true of the whole field of development is also true of its various sectors, not the least important of which is Education. In their Report on the Second Five-Year Plan, the Planning Commission have recognised that the system of education has a determining influence on the rate at which economic progress is achieved and the benefits that can be derived from it. Economic development, they observe, naturally makes growing demands on human resources and in a democratic set up, calls for values and attitude, in the fostering of which the quality of education is an important element. They point out that behind the tasks of development in all its branches, particularly the improvement of education in universities, lie these more fundamental aims and that these values and attitudes would be realised in every-day life in the measure in which they are expressed through educational ideals and practice.

In the field of University administration, the function of the administrative agency is to fulfil the responsibilities vested by the Law in the Universities. These responsibilities may concern the current range of work or programmes of growth and development. As in the whole national field, the processes of development need review of existing administrative arrangements from time to time, and even apart from the needs of development, a periodical review of administrative arrangements seems essential in order to ensure that the nature of the machinery devised and its quality and efficiency are in perfect accord with the changing circumstances of this dynamic modern world. A recent survey of the organisation of British Central Government—1914-1956—concludes with this observation: "We have seen that the beginning of wisdom in this context is the firm rejection of any belief in the possibility of defining a rigid and comprehensive framework of organisation into which every function of Government can be fitted for all time; but we are convinced that within the limits set by the essential need of flexibility the efficiency of the administration can be enhanced by the con-

stant study of the factors influencing the structure of Government and by the application of such knowledge as can be distilled from that study".

In the national field, the principal problems which arise in connection with the improvement and strengthening of public administration are firstly problems relating to the achievement of a high degree of integrity, efficiency and economy and secondly, problems connected with the improvement of the machinery of general administration, particularly that concerned with the development programmes in the districts. But dominating over these problems is the influence of policy on the character of the administration. This involves the choice of goals, determination of priorities and the formulation of sound and feasible programmes, having regard to the availability of resources in the shape of trained manpower. The political executive of the country has to give special attention to the formulation of principles and policies in each field of national activity under a parliamentary democracy as well as to ensure that they are implemented by sustained effort in the public interest.

Devolution of power necessarily plays an increasing important part in the implementation of complex programmes of action and one of the most important questions connected with administration is that of the devolution of power, accompanied by the minimum safeguards necessary for its proper exercise.

It is likely that as the Second Five-Year Plan proceeds, difficult issues will arise relating less to matters of policy and approach and more to questions of administration and organisation. If the administrative machinery, both at the centre and in the states, does its work with efficiency, integrity and with a sense of urgency and concern for the community, the success of the Second Plan would be fully assured. Enumerating the administrative tasks before the country, the Planning Commission drew attention to the indispensability of coordination in policy and programmes in different sectors of the economy in terms of the objectives and targets set by the Plan. Among the tasks enumerated are, the ensuring of integrity in administration, building of cadres and providing incentives and opportunities for creative service, devising speedy, efficient and economic methods of work, providing for continuous supervision and arranging for objective evaluation of methods and results at regular intervals.

Much that is postulated in regard to Public Administration will apply to the administrative work in the Universities in its narrower sense and it might be of some interest to University authorities to have some idea of the survey of the machinery of public administration promoted by the Government of India in recent years, ending with two reports by Dr. Paul H. Appleby, formerly a Dean of the Graduate School at Syracuse University and before that an incumbent of many public assignments. As a matter of personal interest, I consider it worthwhile to mention here that Dr. Appleby's expert assistance was first sought in this matter at my instance and was made available through the courtesy of the Ford Foundation. His first report was in fact transmitted to me in my capacity as Finance Minister. Both his reports are eminently readable and although there has been a great deal of controversy in regard to his conclusions and recommendations, particularly those contained in the Second Report. I should like to take this opportunity of stating that I agree in a great deal of what he says.

My immediate purpose in mentioning Dr. Appleby is to draw attention to two of his important recommendations in his first report which were

accepted and acted upon without delay by the Government of India. These were :

(i) establishment of a special unit called the Organisation and Methods Division charged with the responsibility of making administrative studies and proposing improvements; and

(ii) sponsoring by the Government of an Institution of Public Administration.

The Organisation and Methods unit is in full working order and the Institute of Public Administration is well established and I would strongly advise the Universities to take all possible advantage of these developments and to seek the assistance of these two new institutions for the continuous and systematic improvement of their administrative machinery. Indeed this had already been done by some Universities. I have been informed that at the invitation of the Vice-Chancellor of the Jammu and Kashmir University, the administrative system of that University has been studied and reported upon by the Organisation and Methods Unit. As regards the Institute of Public Administration, there is a provision for admission of corporate members and by a wise decision, the Institute authorities have decided to charge a special concession fee of Rs. 50 only to Universities, Research Institutions and Service Organisations.

Advantage has already been taken of this facility by some seven Universities and colleges or other units within Universities, who have already been admitted as corporate members of the Institute. Among those, I am glad to notice the names of the Annamalai University, University of Madras, Osmania University, University of Rajputana, Nagpur University, Utkal University and the Punjab University. I very much hope that the other Universities will without delay get themselves admitted as corporate members of the Institute of Public Administration and take full advantage of the work which is being developed therein regard to both the theory and practice of Public Administration.

In the course of its relations with the various Universities, the University Grants Commission has come to the conclusion that it will be worth the while for most of the Universities to have a thorough examination made of their internal administrative machinery in order to secure despatch in the carrying out of development plans for which finance is available. It is possible that the problems in this field in the case of Universities are not of such a vast and baffling nature as in the case of the far-flung and complex operations of State or Central Governments. There may not be reasons to fear that there are superfluous employees; and charges of prevalence of bribe and favouritism or the deterioration of efficiency may not have the same significance as in the case of Government agencies. Nevertheless, I feel that no opportunity should be lost of streamlining the detailed administration of the offices maintained by the Universities.

One of the difficulties experienced by the University Grants Commission in its dealings with the Universities is that information sought on various matters cannot be quickly obtained from the Universities. There appears to be some bottle-neck in university administration which delays or hinders the collection of statistical and other information and despatch of the same to the University Grants Commission. We have found also that reports on the utilisation of grants paid to the Universities do not come in

regularly and in some cases do not come at all. The University Grants Commission office has a long list of cases in which, in spite of reminders satisfactory information has not been forthcoming. Sometimes this is due to the fact that grants are not in fact utilised as they should be but more often it is because of the inadequacies of the administrative machinery in the University concerned.

We have found it almost impossible to prepare up-to-date statements even on such matters as the number of students on the rolls of Universities, the number of teachers, the number of persons who apply for admission to the various classes and the numbers admitted, etc.

It would appear that none of our Universities has a properly developed statistical department and that the records and accounts of Universities are not maintained in a manner that would enable abstraction of required information quickly and effectively. It would also appear that the information and public relations side of university administration needs development.

In the context of University education, however, the word '*ADMINISTRATION*' has a far greater content and significance than in the case of Government's operations. Even in the case of the latter, the efficiency or otherwise of the administrative machinery is in the ultimate analysis, a function of the structure of the State itself and the division of the Constitutional responsibility, leading ultimately to accountability and answerability of all organs of Government to the citizen. Structure determines in many ways the whole nature of the administrative process and has in operation much determining influence on general policy. Structure determines where responsibility lies, how and to what extent responsible and controlable delegation takes place, what emphasis should be given to various objectives and how progressive responsibility for decision-making should be distributed.

The prevailing structure of public administration in India in the above sense is one of coordination rather than administration, as Dr. Appleby has pointed out, which provides for no continuous line of responsibility for administrative action as between the States and the Centre.

In a sense, the same dichotomy characterises the constitution and control of Universities and it is particularly noticeable in the field of University finance. In the University world, in line with experience elsewhere, except for a few of the oldest Universities, while the main financial assistance or the significant portion of it comes from the State for current expenditure, for development it is derived from the Centre, and implementation of programmes and executive action is almost overwhelmingly with autonomous University authorities. This is one reason why administration is so uniquely important in the case of Universities. From the point of view of the States or the Centre, grants-in-aid are often accompanied by conditions to be fulfilled. They are apt to become customary and continuing and not increasing steadily and largely in amount.

The University Education Commission of 1948-49 in Chapter 13 of its Report deals appropriately therefore, not with University Administration as with Constitution and Control. They had noticed that there were Universities then whose administration was unsatisfactory, even in purely academic matters, such as appointment of examiners and awarding of Degrees, the procedures and standards in this respect being suspect in this case. They recognised the damage that was caused by this state of affairs and proceeded to outline the kind of constitution for a University

which offered scope for achieving and maintaining the necessary improvement. Dealing with the limits of controls, they proclaimed their belief that more control from outside was no way to achieve reform in University education and went on to say that on the contrary a great many of the evils then noticed arose from the fact that most of the Universities had no real autonomy whatever, and had proved incapable of resisting pressure from outside. They held that the Universities should be sensitive to enlightened public opinion; they should never let themselves be bullied or bribed into actions that they know to be educationally unsound or worse still, motivated by nepotism, faction and corruption. They asserted that the right public policy was to give a University the best possible constitution, securing among other things, the inclusion of wisely chosen external members on its governing body and then to leave it free from interference.

Almost a decade has elapsed since the University Education Commission submitted its Report in the August 1949, and the Constitution of India promulgated in beginning of 1950 embodies many of the recommendations made by the Commission in regard to the relation of Universities with State and Central Governments. While in list 1 of the Seventh Schedule *i.e.* Union List, coordination and determination of standards in institutions for higher education or research and scientific and technical institutions is the responsibility of the Union Government, in addition to the whole responsibility for what is known as the Central Universities, as well as Institutions for Scientific and Technical Education declared by the Parliament by law to be institutions of national importance and financed by the Government of India wholly or in part, the responsibility for education including University Education, subject to the aforesaid provisions of List I, was vested in State Governments. Indeed, it was in exercise of the legislative powers vested in the Union under entry 63 and 66 of List I of the Seventh Schedule that the University Grants Commission Act was passed by the Central Legislature and has vested in the University Grants Commission various powers and functions for the promotion and coordination of University Education and for the determination and maintenance of standards of teaching, examination and research in Universities. Funds have been placed at the disposal of the University Grants Commission or have been allotted under the Plan for the purpose of enabling the Commission to discharge these functions. The question of administration of Universities in its broader sense is therefore, one of supreme interest to the University Grants Commission.

It is for this reason that the Commission has ordered a thorough examination of the constitutions of the various Universities to be made with a view firstly to finding out how far they deviate from the several recommendations made in this behalf by the University Education Commission and secondly, to determining by fresh review and consideration how far such deviations are found to be appropriate in the present circumstances and how far in the light of experience gained so far, modification seem to be called for.

We are aware of some instances of administrative break-down in Universities because of conflict between the various "authorities" of the University and because of lack of cooperation amongst the University bodies and University staff. Sometimes the situation becomes so bad that even students are involved and the academic and moral standards of the University suffer grievously. It is difficult to put one's finger exactly on the cause of such a situation. It certainly has something to do with the character and attitudes of university men and women. But it may also be due to

defects in the organisation of the University and the excessive fragmentation of authority. As stated earlier, the University Grants Commission is having an analysis prepared of the Acts of incorporation of all our Universities to see in what respects they differ from the model recommended by the Radhakrishnan Commission, and to discover if these variations have any connection with any problems of discipline or efficiency that may have been experienced in some of the Universities. But even on a superficial observation of the situation, there appears to be sufficient ground for suspecting that the difficulties in a number of Universities might be due to factors such as these :

(a) the Vice-Chancellor does not have adequate powers;

(b) the University Councils are too large and are constituted on representative principles which involve electioneering and encourage party politics ;

(c) the Vice-Chancellor is appointed by the Chancellor on his own initiative and does not enjoy the confidence of the members of the University;

(d) the Vice-Chancellor's tenure of office is too brief ;

(e) there are too many external members in the Syndicate (or Executive Council) and Senate (or Court) of the University.

The co-relation between any particular element in a University Act and any problem of administration in the University is difficult to establish but where a particular factor has been known to be a cause of trouble, it would obviously seem desirable to remove or modify that factor.

In this connection, it is, I think, worthwhile casting a glance at the contemporary scene in the University world outside India, particularly, Britain. As regards the framework of government i.e. in the matter of organisation and administration, British Universities have features which are somewhat unique. In the U.S.A. the University President and a Board of Trustees usually constitute the governing body; they rely only to a limited degree upon faculty recommendation and representation. At the other extreme are most of the Universities in other countries, which are dependent upon central ministries of education i.e. they are a part of the national education system. In Britain, the university system has and is formed by democratic practices perhaps to a much larger extent than anywhere else.

In the older Universities of Britain, such as Cambridge and Oxford, the government consists of three bodies which reflect their origin in name and function : (1) The Senate at Cambridge or the Convocation at Oxford; (2) The House of Regents at Cambridge or the Congregation at Oxford; (3) The Council of the Senate at Cambridge or the Hebdomadal Council at Oxford. Essentially, the forms of organisation of the two Universities are the same except that at Cambridge the greater power of the professoriate somewhat lessens the power of the Council of the Senate in favour of what is called the General Board of Faculties. Cambridge and Oxford have no local connection, comparable to the modern Universities. They are national, indeed international institutions, and are faced with the problem of keeping in touch with a widely scattered constituency. There is a system in vogue of outside representation upon the Appointments Board and the Extra-Mural Delegacy which shows that when necessary a method can be evolved

for cooperation with the outside world. Apart from this the only means whereby general outside opinion has been able to influence the working of these ancient universities have been periodical Royal Commissions, appointed on the request of the Universities themselves.

The Chancellorship at both the Universities is honorary and the position is occupied by a distinguished national figure, elected by the combined vote of faculty members and recognised alumni. The chief executive is the Vice-Chancellor. A member or head of one of the constituent colleges, is nominated by the Chancellor or elected by the heads of the colleges. The Vice-Chancellor holds his office usually for three years and is not re-elected at Oxford, while at Cambridge the Vice-Chancellor is elected for a two-year term from two candidates nominated by the Council of the Senate. At neither institution is the Vice-Chancellor given power to intervene directly in the affairs of the University, save through his "speakership" in Council and his membership on committees. He tends to be an instrument of administration, rather than an instigator of it, but his executive functions, it is held by competent observers, are nontheless enfeebled thereby.

In response to organisational and administrative structure, all colleges are an inseparable part of the University to which they belong, but each one has its own property, its own government, and its own organisation and administration. Degrees are awarded by the University, but the student is "sent down" only by the college. The supervision of a student's individual work falls within the jurisdiction of the college, but the course of study and the arrangement of lectures, laboratory work and examinations are the responsibility of the University. Although colleges are obliged to pay taxes to the University, they may not receive grants directly from the Government. All colleges have their private libraries, but the University maintains the central library and the principal museums, laboratories, administrative offices, gardens and other properties acquired in its name.

The newer Universities in Britain are subject to a dual lay and academic control through a Court of Governors, a Council, and an Academic Senate. The Court of Governors consists of representative graduates of the University and other important individuals who have a special interest in university policy. The Council is the practical governing agency made up of the administrative heads of the university, members of the faculty nominated by the Academic Senate, lay representatives appointed by the Court of Governors and members at large. Chosen by the Court of Governors, the Council functions in a somewhat similar fashion to an American Board of Trustees. The Senate, composed entirely of faculty members, is concerned chiefly with academic affairs; it also advises the Council. Faculty Boards, which are exclusively internal bodies, handle a mass of academic detail and assist in directing the corporate life of the University. Thus while the system of the government at the old Universities might be termed 'direct democracy', at the newer Universities, it has been called a combination of an oligarchy and a representative democracy.

Certain unique features characterise Scottish University organisation, which it is not necessary to enumerate here. There is, however, one feature which deserves a mention and that is the Rector, which appointment preserves one of the most ancient traditions of university government. The Rector is elected every three years by the matriculated students. The post is regarded as a very high honour, elections are often keenly contested, and the most distinguished statesmen and men of letters are proud to be nomi-

nated. It is part of the Rector's duty to watch over the interest of the student body.

On the Governing Council of the modern universities, there is a wide representation of community interests, including members of the local educational authorities, who work with the national Ministry of Education in behalf of the lower schools. The judgement pronounced with some authority in this connection is that the structure is weighted with lay representation and that the new Universities tend to grant little voice to academic members in matters of administration, the extent and continuity of which is assured chiefly by a quasi-permanent Vice-Chancellor.

Since Vice-Chancellors are not chosen especially for their administrative competence or money raising ability but because of their demonstrated leadership among men of their own profession, they have to spend a great deal of time learning administrative duties while in office. Although, as stated above, at Cambridge and Oxford the term of office of the Vice-Chancellor is brief, it is felt that short appointments are perilous from many points of view, since incumbents are unable to win administrative bodies to the support of long-term policies. It is recognised, however, that there is some value in restricting any tenure which would tempt one man to accumulate arbitrary power. A solution has been suggested in the establishment of a dual leadership whereby the Vice-Chancellor would handle major matters of policy and a President or Principal would handle day to day administration on a long-term or even permanent basis.

The relation of the teaching staff to the University administration is more intimate at Oxford and Cambridge than in the civic universities of Britain. The administrative bodies of the teaching staff, namely, Congregation at Oxford and House of Regents at Cambridge actually elect the Governing Councils. At Cambridge, all alumni and faculty members may legally participate in administration. At both Universities the administrators are members of, and are responsible to the entire teaching body. In theory, at least, no system could be founded more on the rights and dignity of the teacher, but it is acknowledged that the consequent diffusion of power and responsibility tends to restrain action. On the other hand, the advantage is that measures once adopted are likely to be of more significance and more permanence. Whether this by itself is a desirable feature is a matter for consideration in view of the necessity for rapid decisions in response to the forces of national development. These forces may well demand an administrative structure better suited to carry such decisions out. An intermediate position has been adopted in the University of London, where the administration of finances is strongly influenced by the University Senate, which controls educational policies. The Court is the supreme financial authority, but the Senate has dominant representation. The functions of these two bodies are mutually exclusive, but their overlapping membership helps to wed the instructional end of university practice with the means of carrying it on.

There is considerable disagreement among British university leaders as to what shall constitute the ideal pattern of organisation and administration, and there is a wide "spectrum of opinion". This diversity of opinion is of course related to the conception of the fundamental aims and practices of university i.e. all university practices are a reflection of the university's collective philosophy of education. Therefore, in Britain, as elsewhere, much of the controversy on educational administration is hardly more than extension of the general argument on the purpose of a university.

Perhaps the most vital issue originates in the theory of the separation of the university and the society. George F. Kneller, on whose book on Higher Learning in Britain I have drawn extensively, points out that the late Professor Laski held that the older universities were too oblivious of their social responsibilities. Admitting that the larger issues of policy should arise out of recommendations of the members of the teaching staff, Laski wanted greater lay participation in both legislation and administrative control and advocated the representation of all segments of society on the governing bodies of universities. But even among dignatories of the civic universities of Britain, there is a difference of opinion in regard to the desirability of lay representation. While one would go so far as to assert that lay representation is endemic to the very existence of the civic universities, because the policy of university administration must be in keeping with the nation's needs, others equally distinguished are convinced that lay representation usurps the proper prerogatives of the university. It is worthwhile here to remind ourselves that the latter body of opinion has immediate relation to the establishment and administration of what are called 'red-brick' universities in Great Britain, dating from an age when British cities boasted of their prosperity rather than of their bomb damage. National needs and requirements in India have naturally other dimensions and economic and social urgencies than in the cities of Britain. In such a context, some democratic representation will probably be a source of strength to a university, so long as a clearly defined distinction is drawn between what is a proper subject-matter for discussion in open sessions, what is considered policy and what is judged to be operational detail and what is to be kept confidential. It would seem desirable therefore, to bend every effort towards enhancing the utility of the lay representation so as to strengthen its potentiality to serve the university and the nation through the university. As Sir Fredreick Ogilvie has pointed out, the dual system of administration in modern universities has its moments of friction, but it at least ensures that the educational essentials are the responsibility of the academic staff alone. It can enlist administrative experts who know their business and can save the professors time and energy for theirs.

Kneller draws attention to what he considers to be two serious defects in the organisation and administration of modern universities. One is that the majority of faculty members below the grade of professors have no legal avenue of direct participation in university government and thus derive only an imperfect knowledge of what transpires and can little influence what is discussed in the deliberative organs of the university. The other is that the lay representatives may be unsuited to the task of supervising higher learning; also, that they are too often subject to pressures of non-academic nature. The second defect implies the tendency of community control to vitiate the strength of pure scholarship and traditional university teaching by a natural but overzealous desire to satisfy community needs. The University is then called to service, not for the more sublime and enduring ends of learning, but for task more appropriate, perhaps, to a technical or training college. It is also felt by competent observers that the concentration of power in the hands of laymen, administrators, and senior academic personnel blocks efforts to promote corporate life among students and teachers. Unless imbued with the passion for the education of persons, administrators prefer to concentrate on the more visible and tangible elements of university growth. The dangers to be guarded against are inhibited corporate growth, administrative isolation, overspecialised procedures, inadequate faculty representation and excessive lay control. All these matters need careful examination in the light of modern environment and the needs of a modern

state, and on their satisfactory solution will depend satisfactory implementation of plans for university growth.

The Agenda already includes items directly bearing on constitution or structure such as the Vice-Chancellor's office or constitution of university bodies. There is no item specifically concerning the continuous review and improvement of the administrative machinery in the narrower sense, but I hope I have given sufficient reasons for justifying some little discussion of this problem. I have also made recommendations which I hope will have at least the effect of provoking an exploratory discussion on the item. Problems relating to the teachers and the students of the universities are also included in the Agenda together with the all-pervading and therefore all-important problem of university finance and I wish to make a few observations in regard to some important aspects of these problems. But before I do so I should like to say that I welcome the inclusion in the Agenda of the item 'Relation between Universities and School Boards', since it draws attention to a vital matter pertaining to the integration of the educational system and the nature of the raw material for whose benefit University education is imparted.

In my opinion the central problem affecting the terms and conditions of service of the teachers and the contentment, degree of application and peace of mind of the students of the universities is that of finance; finance considered in relation to the determination, if such determination is possible, of the numbers for whose benefit university education is to be arranged. At the outset it is worthwhile reminding ourselves of some relative facts and figures for obtaining a proper perspective to the discussion.

As far as I am aware there are very few countries in which the citizen is held to be entitled to University education as a matter of right. In most countries the State considers that it has fully discharged its duties towards the young citizen when it has arranged for the completion of the upper secondary stage of his education, and in the more advanced countries, the age at which the young citizen leaves school is about 18. I am convinced, for reasons into which it is not necessary to enter here, that all educational reforms in this country should be designed so as to raise the average age of our young persons leaving their secondary stage of education to 18 plus. This will have the advantage of giving a firmer and stronger foundation for his preparation as a citizen and will diminish very considerably the gravity of the problem of educated unemployment, in that the prospective employer will have greater confidence in the modicum of education and mental and temperamental maturity of his young employee and will not insist on the possession of a degree by him. According to our Constitution, education is to be free and compulsory in course of time for children up to the age of 14. I have no doubt that in the long run this age will gradually be raised to 17 as the improvement of our financial resources permit. But I foresee no time at which it will be possible for the country to undertake the responsibility of free university education.

It was suggested recently in the Lok Sabha that as in China, India should undertake to give free University education to its people, but I believe that this suggestion proceeds from an imperfect appreciation of the facts of the situation in China. In the first place the Chinese economy is completely controlled and planned by the Government, and only that number of young persons is taken into the universities which is required for various estimated national purposes. In terms, by 1961 or 1962, China expects to provide for some 8,50,000 students in her institutions of higher

learning including professional and technological institutions. This number should be compared to our present number at the Universities which cannot be less than 8,00,000. It should be remembered at the same time that whereas China has a population of 600 million, ours is still short of 400 million and that the size of the Chinese Five-Year Plan is certainly twice that of ours. In this context, I cannot refrain from referring to some of the basic relative factors of the Chinese and our own economies. It would not be outrageously wrong to assume that the total national income of China is twice as high as ours. It is probable that Chinese national income from agriculture is about half the total as in our case. The total cultivated area in China is about the same as in India i.e. 250 million acres in round figures, but the production per acre is at least twice as high as ours. What is more important from the point of view of the pace of development is that currently about 12% of the gross agricultural produce is taken by the Government of China as revenue for development and investment as against hardly 3% in the case of India. These figures mean that China is in a position to invest at least eight times the sum that we are able to invest directly out of our agricultural national income for the purpose of economic development. If we assume that to us Rs. 150 crores a year is available for such investment, in China the figure, therefore, must be of the order of the equivalent of Rs. 1,200 crores. These figures explain the mystery of how China is able to sustain a much larger and faster rate of economic development than ours without unduly depressing the living standard of her people. These figures only illustrate the basic truth that the poorest are least able to save anything out of their current consumption for investment. As has been pointed out by all sorts of authorities, therefore, unless all possible attention and effort is diverted to detailed organisation of the productive machinery in our country, particularly in agriculture, there is no hope of our being able to pursue with any degree of success our plans for development in any field of national endeavour, and that is certainly true of University education.

A Preparatory Conference of Representatives of Universities held at Utrecht by the UNESCO in August 1948 brought out the chronic controversy in regard to the fundemental question: What is the role of the University? At one extreme were those who believed that the function of the university was the training of an 'elite by an elite'; at the other were those who believed that universities should serve all young people who could benefit from some kind of higher education after leaving school. The United States, and to a somewhat lesser degree the British Dominions, represented the latter point of view; France, and to a varying degree other European countries represented the former. The East and the Middle East, still in the early stages of university development, it was thought then had not yet had to face this issue. I am afraid the issue is staring us in the face today and we have to make up our minds in regard to which ideology we shall adopt. Having regard to the fact that we shall be endeavouring to strain to the utmost limit our total resources in an all-out effort to develop the national economy and that there will be no slacks left or decorative fringes or border embroideries, I have no doubt myself that we shall have to restrict University education by and large to the number of university educated men and women that the country will be needing from time to time and that as regards the rest, the nation will have done its duty by expanding and extending as well as diversifying Secondary education, especially of a technical character. It is only then that the States and the Centre will be able to sustain adequately the expanding net work of

universities. It is then alone that firm and dependable arrangements can be made for adequate financing of University education.

In order to get some idea of the dimensions of the problem, it is worthwhile giving at this stage two sets of figure; one indicating the ratio of young persons at university to the total population and the other expenditure per head by public authorities on these young persons. At one end of the scale is a country like U.S.A. where per million of population the number of young persons at the university is over 15,000 and at the other are countries like U. K. and India where the number is approximately 2,000. In between is a country like USSR where the figure is probably 8,000 per million of population. As regards the expenditure, in U.S.A. and U.K. it appears to be equivalent to Rs. 5,000 per student whereas in India it is less than Rs. 500 per student on an average. From these figures also it will become clear that from the purely finance angle it will be as much as we could do to arrange for higher education, on any acceptable standard, of only as many young people as are likely to be required for the purposes of national development conceived in the broadest sense. Assuming that we were to choose such a course of action, there is a great deal to be said in favour of the fiscal machinery provided by the Constitution, particularly the periodical finance commissions being utilized to ensure that the State Governments are enabled to place at the disposal of their universities adequate finance for running them as well as for matching any development grants that the Centre might make on a contributory basis. In considering this aspect of the question, it is necessary to remember that in no country in the world has it been found possible to run universities entirely on the income derived from the fees charged to the students. Indeed the tendency is in the opposite direction, and I believe it is a fact that in the United Kingdom at least 80% of the total expenditure of universities is found from endowment and grants-in-aid from government and other public authorities. This trend will be rendered all the stronger if the basic choice made in this country is as indicated above, namely, to select for University education only those who are needed for the purpose of national development. In practice it would mean a very substantial expansion of the system of scholarships and freeships, not to speak of concessions in regard to board and lodgings. This however, is for the present only an ideal to be aimed at awaiting the strengthening of the country's financial resources. In the meantime, especially when no significant or effective action is taken to check the pressure of numbers and vital reforms such as the enhancement of the emoluments of teachers in the affiliated colleges are held up for lack of funds, it seems very necessary to review the question of charging adequate fees for tuition as well as adequate expenses for other matters such as board and lodgings. At any rate there is a very strong case for rationalising the fees structure so that there is no glaring disparity and inequalities as between university and university, for it may be safely taken for granted that the economic condition in most parts of the country is much the same and that the national income in one State is not markedly higher than in another State. I hope that the Conference will give attention to some of these fundamental issues that I have raised.

In conclusion I should like to observe that there is an attempt to read too much in the terms 'democracy' and 'autonomy' as applied to universities. I hope I have made it abundantly clear that no subordinate authority or no creature of the legislation, such as a university, can claim unhampered democracy or autonomy in the sense bordering on sovereignty as against the people of the country, that is to say the citizen who pays for

the university and has a set of purposes which he expects the university to fulfil. The essence of democracy in a constitutional sense is a chain of representation and responsibility stretching from the citizens to the organ of administration, plus as much lime light for the deliberations of policy and the review of the operations of government as is prudent in the prevailing circumstances. These conditions do not exist and cannot in their nature exist in the case of universities, and the utimate control of the citizen on a university together with all its implications must continue.

Public Administration is policy-making and policy-making is politics. As an eminent expert on Public Administration has observed in a volume entitled 'Policy and Administration', "If admission that this is true seems to exalt administration, it must be seen that the emphasis on politics subordinates the administrator, exalts the politicians, and thereby exalts the citizen. Public administration is policy-making. But it is not autonomous exclusive or isolated policy-making. It is policy-making on a field where mighty forces contend, forces engendered in and by the society. It is policy-making subject to still other and various policy makers. Public administration is one of a number of basic political processes by which the people achieve and control governance."

There is, however, an important caveat to be entered here and that is that the 'politics' governing university affairs must not be of the wrong type. That is, it must not be the invasion of university affairs by political or other cliques by the open-door of democratic election or by political nomination with the object of furthering the private ends of a party or a clique, for an exclusive control over privilege, patronage and power and not for any identifiable ends of promoting the welfare of the nation.

Presidential Address by K. L. Shrimali

I consider it a great honour to preside over a Conference, which is being attended by learned and distinguished Vice-Chancellors and educationists of our country. I would not, however, be so imprudent as to offer any solutions to many complicated problems, which confront the Universities today but pose a few problems for your consideration.

Both the States and the Central Government have taken increasing interest in the growth and development of the Universities since the attainment of independence. When the State gives financial assistance to Universities, it has two main purposes in view. In the first place, the State is anxious that the best educational service should be made available to the youth for the advancement of knowledge. It is only through higher education that knowledge can be transmitted and enlarged. A State, which does not finance higher education liberally, undermines the very basis of civilization. Whether we look from the point of view of the cultural growth of the individual or practical necessities of social life, higher education is vital for the society. It is, therefore, in the fitness of things that, after Independence, both the Government and the Universities have concentrated on improving the educational service in the Universities by raising the salary scales of teachers and by providing better facilities for libraries and laboratories. There is sometimes a tendency in our country to belittle the intellectual purpose of the Universities. The Universities must, however, resist this tendency and hold fast to the intellectual aim so that our Universities may become great centres of learning and research and may be classified with the best universities of the world. It is the duty of the State to provide liberal financial assistance for the realisation of this purpose.

There is, however, another equally important purpose, which the Universities must keep in view. In financing higher education, the State has also a social purpose and the Universities cannot remain indifferent towards it, or work at cross-purposes with the State for its fulfilment. In fact, as far as the broad social objectives are concerned, the State and the University should establish a partnership for their realisation.

Our society is committed to give equality of opportunity to all the citizens. If we apply this principle in the University, it would mean that we keep the portals of the University open to every talented person, who may benefit by higher education regardless of any social or economic background.

One of the most disturbing features of our University education is that it is dependent to a large extent for its income on the students' fees. In 1951-52, if we leave out non-recurring grants, students' fees contributed to the extent of 43·9 per cent of the total income of the Universities. The Government—Central as well as the State—contributed 42:7 per cent and the remaining came from Endowments, Local Boards, and other sources. With increased taxation, charities and other sources of income are gradually decreasing and the Universities have come to depend more and more on either the students' fees or Government grant. As long as the Universities depend for a substantial part of their income on the students' fees, they cannot either lower the fees or admit large number of free scholars. On the other hand, the total cost which a student has to meet for boarding,

books, recreation etc., will on the average come to Rs. 2,500 to Rs. 3,000 per annum, which is beyond the means of an average student in India. As long as these conditions prevail, the University education must remain within the means of the rich only. Higher education instead of promoting social mobility and keeping leadership in all walks of life open to talent, becomes an instrument for preserving the privileges of a special class.

In the past, the educational administrators have concentrated their attention mainly on improving the educational service and they have not bothered themselves with the question as to who derives benefit from University education. But as we democratise our educational system, this question is bound to come to the forefront specially when the Universities depend more and more on public finances. It will not be enough for the Universities to say that they have no responsibility in the matter since the economic barrier to college admission is really the result of social conditions, which cause inequality of income among various classes. Since the Universities derive their income in an increasing measure from public funds, they cannot any longer shirk their responsibility towards those promising students, who on account of financial stringency are denied opportunity of higher education. It is not in the interests of the Universities themselves that, while the talented students are kept out of the Universities, they are crowded by students of mediocre ability and low intelligence.

There are two ways in which this problem can be solved. We may establish a national scholarship programme as has been done in Great Britain, where in 1949-50, 72·8 per cent of students were getting financial assistance. The assistance is assessed on the principle that, subject to need, it shall meet the whole cost of the students' maintenance and expenses at the University. In our present financial situation when there are pressing demand on public funds for various national development programmes it may not be possible to find any substantial amount for this scheme but this question, cannot be postponed indefinitely if we are to move towards socialism and provide equality of opportunity to our youth.

There is another way, which may be tried in the period of transition till we find adequate funds for scholarships. The tuition charges may be fixed at cost of education and one quarter or one third may be remitted to the deserving students, who are in need of financial assistance. Investment in higher education improves the future prospects and increases the earning power of students. There is no reason why the beneficiaries, who can afford to pay, should not pay full cost of their education. The majority of students, who proceed for higher education, are motivated by economic considerations and it will not be unjust if they are required to pay the cost of education.

The question of finance leads us to another related question of selection of students. The Universities and colleges have so far followed an 'open door' policy and admitted students indiscriminately after they have passed their Matriculation examination. During recent years, since the number of students seeking admission to colleges of Science and Technology is large and the availability of seats is limited, the institutions have been forced to set up a high standard for admission. Students, who obtain less than 60 per cent marks, find it difficult to get admission to technological institutions. I do not see any reason why the Arts colleges also should not insist on a high standard at the Matriculation or Higher Secondary examinations in order to avoid overcrowding. Higher education is not compulsory for all but is meant for only those, who show intellectual interest and promise. If we

wish to raise the standard of higher education, the Universities must not allow all the students, who pass out of Secondary schools, to proceed to the Universities but must make proper selection. The large number of failures at the graduate level and the consequent frustration, which it causes among the youth, should convince of the necessity of re-examining our mothods of admission.

In this connection, one of the important questions, which the Universities will have to decide, is with regard to the basis of selection. Should they depend merely on this High School or Higher Secondary examination, or should they conduct their own Entrance examination? An examination conducted by the Boards of Education is intended to serve a wide variety of purposes, besides that of indicating fitness to a University. It may, therefore, be an advantage for the Universities to conduct their own examinations. But before we adopt this course, there are some important issues which will have to be settled. What should be the form of examination? If there is to be a special written examination immediately after the Higher Secondary examination, would it not involve considerable labour for the staff as well as potential students? Academic examination should probably remain the principle criterion for admission to the Universities, but to make it more perfect, additional aids such as objective tests, school records, personal interview and some assessment of character, may help in making proper selection. These are some of the problems, to which the Universities must address themselves if they are to improve the quality of University graduates.

In the past, wealth has been one of the principal selectors of University students. Today and in future, with the democratisation of education, merit should be the only criterion. In order that the State may get good return for the investment which it makes in higher education, the problem of selection of University students is of great importance.

In a period of change, the Universities have a very important role to play. Instead of being swept by the pressure of changes that are taking place within and outside the Universities, they should assume a constructive role in the building up of a new society. The Universities will have to think afresh the new problems, which confront them, and organise themselves in such a way that, while they retain their full measure of autonomy, they are responsive to the needs of the community.

In the end, without taking any more of your valuable time, I would like to thank you for the opportunity you have given me for addressing you on this occasion.

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STATE INSTITUTE OF EDUCATION

Closing Address by A. L. Mudaliar

I am sure I am voicing the feelings of all present here in saying how deeply thankful we are to the Ministry of Education and Scientific Research and to the Hon'ble Minister for having arranged such a conference, the first of its kind in the annals of the Universities. We have here the Vice-Chancellors of all the universities, distinguished educationists, representatives of the Central and State governments and others interested in university education. I am sure that the deliberations of this conference will give us some idea as to the lines on which it may be possible and desirable to improve matters. I am particularly grateful to the Ministry of Education and Scientific Research for all help it has given in the past and is giving at present to universities without any strings being attached. I should like to say on behalf of the Vice-Chancellors in particular, how much we have appreciated their help in regard to the Youth Welfare Movement and for the better understanding of the student's role in the universities. The inauguration of the University Grants Commission envisages a new feature in regard to the development and functions of the universities. I am glad we have the first Chairman of the University Grants Commission in our midst today, a person who has been intimately connected with the University Grants Commission. With the role that Mr. Deshmukh has already played in regard to affairs connected with the universities, it may not be desirable for me to speak at length. As somebody said the other day, one of our greatest handicaps has been that he has become the Chairman of the University Grants Commission after relinquishing the office of the Finance Minister! If this process had been reversed, I think the universities would have had a great deal more of those necessities of life without which even they, whatever their intellectual achievements may be, cannot progress. On the other hand, we are very glad that his great talents and administrative experience have now been thrown into this very fruitful channel at this particular time when the universities require so much help and a sympathetic understanding of their difficulties. As I see it, there are many problems that await the universities. We are in a stage of evolution. The national democracy that has come to function within a very short period must necessarily pose more problems for the universities to solve. While we are fully aware of our responsibilities to the public and to such a national democracy, we are also aware that we have a duty to perform in the best view of what a university should be and how it ought to function. I am not going to dwell on these problems because they will be discussed by the eminent persons who have kindly agreed to initiate the discussions.

We have six main heads of discussions, as you are already aware, and in each of these a few eminent leaders will introduce the topic. Afterwards there will be a general discussion from all the members and any questions may be put. I hope you will agree with me that it would be appropriate to have a recapitulation of the main points of the discussions, rather than adopt any definite resolutions. I, therefore, hope that at the end of the discussions you will permit me to summarise what I feel to be the main points placed before this conference.

I should like to state once more that we are extremely grateful to the Hon'ble Minister for being here and delivering his address; to the Chairman of the University Grants Commission who has given us a most thought provoking address. I can only say that we shall read it with interest and shall try to appreciate all the points stated by him.

III

THE OFFICE OF THE VICE-CHANCELLOR

The Office of the Vice-Chancellor

C. P. Ramaswami Aiyar: At the outset, I should like to make some remarks about China which are not entirely divorced from the actuality of Indian Universities. The fundamental fact about Chinese University education is, as indicated by Mr. Deshmukh, that every year the State makes a list of the numbers of persons required for the next few years in different subjects, and then provides a margin of five to ten per cent. No more students can then be admitted in the universities. The State lists are circulated to the universities and each is asked to admit a certain number of students only. Besides, there is considerable flexibility as, for example, a student not doing well in Medicine may well be sent off to drive a tram car or to work on a collective farm. In this respect, there is no possibility of a comparison between the development of University education in China and elsewhere because it is entirely State-controlled and has definite objectives.

The main problems in some of our universities of which I have had personal experience are those of autonomy and the intrusion of politics. Thus political and public pressure is brought to bear directly upon the Vice-Chancellor and indirectly upon those university bodies which may have, tangentially or otherwise, something to do with admissions, to admit a number of students, especially in the Arts faculty, larger than what the university can adequately supervise and control with regard to educational facilities and opportunities. And what is more, it was argued once in a newspaper that the insistence upon standards is a fetish and that a university is not meant for intelligent students but for the lesser bright ones who cannot help themselves! This was also stated in the Academic Council of the University. In such a situation, the admissions to the university are not made solely on a basis conducive to academic efficiency. I agree that it is not possible to deal with such a problem unless the Vice-Chancellor and his associates are in a position to withstand what may be called political pressure of some kind. I was also greatly interested in the concluding remarks of Mr. Deshmukh; but so far as the universities are concerned, they are undoubtedly liable to be influenced by the general policies of the government and the people. The direction in which the nation should proceed and the way the fundamental features of education should be organised and developed are within the jurisdiction of the legislatures. Nevertheless, there is a great deal more than this which is sought to be done, not so much by the legislatures, as by those who are their spearpoints, viz., the executives of the ministries of the various governments. To digress a little, political pressure groups exist even among the students and, at times, political and financial pressure is used in university union elections. Now, when a Vice-Chancellor of a particular political complexion is succeeded by another of a different shade, there is a mental and an academic dislocation which has very unwholesome and cataclysmical repercussions upon the university bodies, the teaching staff, etc. I, therefore, plead that the Vice-Chancellors of the future should, if the wisdom of this great assembly can devise a means, be safeguarded from political pressure regarding the number and the calibre of the entrants.

Much has been worthily said about both Primary and Secondary education with which there is general agreement; but is it not forgotten that the architects of the Second Five-Year Plan, both on the technical and

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the teaching sides, must be the products of University education ? For there seems to be a certain lack of perspective in the allocation of funds to the different fields of education. I suggest that in this respect, we may imitate China and try to determine the number of trained personnel in different fields we would require in the next five or seven years, and then provide adequate funds for their education. But, in this matter, there would be no point of thinking of higher education needs only in terms of the teaching staff. Supervision or a tutorial system is absolutely essential for the sucess of higher education; and I say with a definite sense of responsibility that unless each student is able to correlate his studies and activities with reference to some person responsible for his progress and who would provide him with the necessary guidance in both scholastic and personal matters, there would never be an end to the present problem of student indiscipline in our universities. I can maintain from personal experience that this indiscipline is due to frustration which is not only academic but also caused by the loneliness of a new environment which fails to provide a sympathetic mentor for the student. We, therefore, need to remodel our university pattern to establish a real tutorial or supervisory system in addition to the teaching given.

Now, the Vice-Chancellor cannot possibly do much good without the background of freedom from political pressure, direct or indirect, complimentary or deprecatory. Besides, there must be sufficient funds to make the student feel at home mentally in his new environment. As we do not have the funds to provide hostels for the entire student population, the best alternative is the increase in the tutorial staff. In one of the universities I once attempted an experiment by making the principals responsible for the guardianship of the students in the hostels. This did not work well because of a system of what may be called the fossilisation of the principals ! It is a curious feature of our educational system that the rewards of good teaching are purely administrative posts divorced from teaching and research. For example, a successful teacher may become a principal or a director of education doing no more academic work and is consequently divorced from the students. If we cannot have separate administrative staff, then it should be ensured that no member of the teaching staff becomes a prinicipal for more than a couple of years and thereafter returns to his academic appointment. This sort of rotation may take place on the basis of seniority, but no teacher of worth should be permanently isolated from teaching.

Another point is that the Vice-Chancellor's entourage and his own circle should both be of an essentially academic character. There should be a certain amount of representation of non-academic interests and of the representatives of public opinion, but this should be reduced to a minimum. The advisers of the Vice-Chancellor should be mainly academic, and there should also be rotation amongst them so that he can benefit from newer points of view in approaching problems which are becoming increasingly complex in nature.

Generally speaking, the term of the Vice-Chancellor should be about five or six years. Besides, though we have had eminent exceptions like Sir Asutosh Mookerjee, the Vice-Chancellor should also be a full-time person. He has to have an educational background or some experience which would enable him to turn his attention to the advancement of the university without much effort or difficult adaptation. He must be an eminent man, above all political passions and influences.

There is no doubt that the Vice-Chancellor must be a full-time person; but with the present increasing burden of taxation on wealth and unearned income, it would be rather difficult in the future to find a person with enough private resources to be an honorary Vice-Chancellor. As such, the best plan seems to be to have a paid Vice-Chancellor for a fairly long term. As a matter of fact, he has full-time work in every sense, because, if he has to properly discharge his duties, he must keep in touch with the principals and teachers of the colleges who, in general, have a good deal of personal differences and discontents, legitimate or otherwise. Besides, the Vice-Chancellor must also be in contact with the students who have their own academic and personal problems. It thus seems to me that if the *espirit de corps* of the university has to be maintained, the Vice-Chancellor should be a person accessible to both students and teachers which certainly necessitates a full-time appointment.

Furthermore, the Vice-Chancellor is technically responsible for a number of things for which Vice-Chancellors are conspicuously unsuited, *viz.*, building operations. As such, I heartily endorse the suggestion made by Mr. Deshmukh that there should be administrative personnel in the university for dealing with matters which, of necessity, the Vice-Chancellor has to bring into existence without adequate equipment. I recall that once in a university it was found necessary to appoint a competent engineer as a pro-Vice-Chancellor for conducting some building operations; and I think it can be stated without fear of contradiction that the experiment was very successful.

Mr. Deshmukh also referred to another headache of the Vice-Chancellor and, incidentally, of the University Grants Commission regarding the paucity of trained accounts staff. In some universities there are persons with long service for whom the university authorities have a soft spot, and they are given extensions rather indiscriminately. As such, it was found in one university that practically no accounts of certain endowments were available. But there are not likely to be more endowments in the future, and we shall have to rely very largely upon Mr. Deshmukh who would certainly see that the money is properly accounted for! I can definitely say from my own experience that it is absolutely essential there be an appropriate Accounts Service formed on a regional basis with possibility of personnel interchange. But this brings me to another matter.

I do not think that universities in India can go on in the present manner in the future, each being a law unto itself in matters of standards, the quality and quantity of its teaching, etc. There must be a levelling up of standards throughout India, and this can never be attained without a lively process of interchange of teachers amongst the universities so that regionalism may be avoided; and I know what this means. In certain universities it is very difficult to get even a lecturer appointed from 15 miles outside the limits of the university! Indeed, there is a tremendous amount of parochialism in such matters, and it would be a good thing if there is some system of teacher-interchange. In fact, I have always maintained that one of the finest things that characterised the old system of education in Europe was the free interchange of students from university to university. From the financial point of view, this may be a counsel of perfection in the present state, but there should be as much exchange as possible.

The Vice-Chancellor should be in a position to exercise disciplinary control over the students; and under present conditions such control can only be by love and not by coercion, provided this is not interfered with

by some dextrous or non-dextrous pressure from outside. If the Vice-Chancellor has suitable people around him, and if the Senate of the university, whilst gracefully intermixed with the right type of non-academic element, is nevertheless essentially devoted to the pursuit and interests of education as such, and if the proposition of the non-academic element is kept to a safe minimum or maximum, whichever way you put it, then I think the Vice-Chancellor can have his jurisdiction rightly implemented.

To sum up, firstly, there is far too much popular pressure regarding college admissions and there should be education for getting rid of it. If this is ineffective, then other steps, including legislation, should be undertaken. Thus, there should be no harm in restricting the total number of students in a college with a given teaching strength. I think that teachers and Vice-Chancellors would welcome this, and I regard this to be the first step in the right direction. There would also be a great improvement in university standards if teachers were recruited on the basis of merit alone and the interchange of personnel was permitted.

Finally, I should like to mention that one of the chronic headaches of Vice-Chancellors has been the generosity of the Central Government. Wherever there is a person of outstanding merit getting a limited salary, he is offered much more generous terms either by private industrialists or the Government. I think all Vice-Chancellors present will agree with me that they can never be sure when one of their staff would be asked to serve on some important government assignment. No one wants to stand in the way of people bettering their prospects, but I think there should be some kind of general understanding that university work should not be disturbed by taking away a teacher, especially during a term, who is essential for the completion of the courses because some interviewing authority considers the person right for some important post. The university and the Government may, to a certain extent, have even more contacts than at present, but it is rather difficult to accede to persistent requests to release some teacher. It has been difficult for me, though, on occasion, I have persuaded teachers to reject administrative appointments outside the university. All credit is due to them, but it needs a certain strength of conviction for persons on limited salaries to refuse lucrative offers. I do not mean that the Government should not get the best men from whatever quarters they like, but they must also remember that universities too have to carry on their work, and that, ultimately, for the purposes of the Second Five-Year Plan and for the future generally, it is better that the universities be allowed undisturbed jurisdiction over their affairs for the production of the foremost intellects and research workers.

T. M. Advani: I entirely agree with the qualifications for the office of the Vice-Chancellor which Sir C. P. has laid down. Above all else, the Vice-Chancellor must be completely free from political patterns and parties. There should be absolutely no strings attached to his office; and if he has any sense of dignity, as I believe all Vice-Chancellors have, he would not accept the office otherwise. Furthermore, I agree that the Vice-Chancellor should have an academic background. He must be either a teacher or a person very much interested in education. He should have a truly missionary zeal and must love his pupils.

As regards the admissions, I am afraid I could not understand Sir C. P.'s agrument. Personally, I have nothing to do with admissions which are in the hands of principals of constituent colleges.

C. P. Ramaswami Aiyar: My remarks were, with reference to primarily affiliating universities, as referring to the admitting authorities. In a residential university, the Vice-Chancellor is such an authority. In other colleges. it is the principal assisted by a committee, and to them the same considerations and arguments apply.

T. M. Advani: So far as Bombay is concerned, the admissions are in the hands of the principals; and even in the university departments the Vice-Chancellor has very little to do with them. In technical and medical colleges, as far as I know, the government has prescribed certain rules which are strictly adhered to. In fact a person with the greatest amount of influence would find it difficult to obtain admission to the engineering colleges unless it be on merit. This is what I know about the University of Bombay and Bombay State.

Regarding the main question of the appointment of the Vice-Chancellor which has not been touched upon by my distinguished, predecessor, *i.e.*, whether it should be by election or by nomination, it is very difficult to make a decision. Election has its own difficulties, for there may be some strings attached thus affecting the complete independence of the Vice-Chancellor. On the other hand, it is hard to say anything unless one knows the nature of the nominating authority. Even so, much would depend upon the person nominated and, after all, nomination does not mean dependence on the opinions of the nominating authority. If he has real ability, the nominated Vice-Chancellor could be perfectly independent. On the whole, knowing the University of Bombay as I do and the havoc wrought by the elective element, I should eschew elections as much as possible. The recent Act of the University has certainly been an improvement in that direction. Elections have been reduced to a minimum, and all principals of colleges are *ex-officio* members of the Senate, the Academic Council, the Boards of University Teaching and all other important bodies. Matters are improving and electioneering is getting to be a past issue ; and I can visualise a time when all members of the Senate would be influenced only by the best academic considerations. I should, therefore, be on the whole for a nominated Vice-Chancellor rather than an elected one. Nevertheless, I have no final views in this matter.

I think the duration of office should be pretty long for, otherwise, within two or three years, perhaps, the person may hardly prove his worth, this again depends upon the man's ability.

Life has grown so complicated in every university that I consider a full-time Vice-Chancellor to be essential, whether he be salaried or not. In my University we cannot afford to have a salaried Vice-Chancellor as we have a paid Rector or a pro-Vice-Chancellor. But if there was no Rector, then the Vice-Chancellor would have been salaried.

V. K. N. Menon: There are many matters concerning the office of the Vice-Chancellor on which I could speak—the method of selection; whether a full-time Vice-Chancellor or not; the kind of assistance he could get from the Treasurer or from the Dean ; and other such issues, but I should like to confine myself to a particular aspect to which, I believe, adequate attention has not been paid as yet in India, and that is the term of the Vice-Chancellor. In India we now have the academic Vice-Chancellor, or at any rate we are tending to get away from the non-academic type to the academic one. In this context, we are also coming to agree that the Vice-Chancellor must be a full-time and a salaried person. Furthermore, we are, I believe, also

tending to agree that perhaps the best method of his appointment is neither election nor nomination, as at some universities, but the type of selection procedure adopted in the Central universities like Delhi. It is in this context that I should like to say something about the Vice-Chancellor's term of office. In the newer universities in India, there is a tendency to restrict the Vice-Chancellor to one or two terms, each of a duration of anything from three to six years. The difference in years is immaterial and we should re-examine the restriction in relation to the future of our universities. I have been invariably impressed by the fact that in the universities of the British Commonwealth countries, in the younger universities of Great Britain or in the United States, the Vice-Chancellor is given a life term, *i.e.*, till he retires on account of age. I regard this to be a very good system. Perhaps, in the Indian context, we may restrict a term to three or five years; but what I do not think is particularly desirable is the condition, as increasingly laid down in recent University Acts, that the Vice-Chancellor cannot have a second or a third term of office. I believe this will not have desirable consequences. For example, this prevents younger persons being selected or even their accepting the Vice-Chancellorship because of the uncertainty about their future on the completion of the requisite years of office. This is a real problem coming up in the Indian Universities, and I hope that some of those present here will speak on it with their experience or their hopes. I think we must try and evolve a system in which there would be no bar to the reappointment of persons as Vice-Chancellors, for I suspect this restriction is a legacy from a period when Vice-Chancellors were, in fact, elected. I perfectly agree that an elected Vice-Chancellor should not have an indefinite term because of the fear prevalent in the past, and not without reason, that he might use his power and position to build up a party of his own to contrive his re-election. But in the universities having nomination or selection, I do not see why this ban should be maintained. I know personally if some universities where a curious and a completely illogical position exists, for despite some nomination, the Vice-Chancellor is debarred from a second term. We, are, in this way, carrying over one set of ideas and applying them to quite different conditions without any reason, I should, therefore, like to suggest that this problem be given careful consideration. Even though the Radhakrishnan Commission has suggested a six year term, personally speaking, I do not like it, I should prefer a system in which teachers, and they alone, and not from any one university but from all universities in the country, are made eligible for the office. Indeed, why should not a Vice-Chancellor be selected, elected or appointed from all the universities in India? We too frequently think in terms of a teacher or a non-teacher associated with a particular university, but I should like our minds to be open to the possibility of selecting a Vice-Chancellor from any university in India. And if the thirty-five universities in India cannot provide a Vice-Chancellor for one university at a time, I regard this to be a serious matter of which, I hope, the Chairman of the University Grants Commission, the Government and the universities will take proper account.

S. K. Bhuyan : I have always felt that a teacher, despite his eminence as a scholar or as a man, can never transmit the best of his personality to the students if his contact is confined only to the classroom. The period of instruction is limited and there is strong pressure to finish the course. After lectures, generally speaking, student contact with the teachers is rather formal, and so there should be provision for an elaborate tutorial system so that students can meet their teachers informally and discuss their personal and academic problems. This would involve additional teachers or tutors for different subjects, but without such personal contact we cannot control

the students and keep them away from distractions which are very numerous these days. Furthermore, the Vice-Chancellor should also set aside three or four hours a day for meeting the students. In fact, I have said on many occasions that the ideal Vice-Chancellor is one who knows all the students intimately.

To enable every teacher to meet the students informally as much as possible, I suggest all teachers be provided with individual rooms. I think the cost of constructing such a house would be something of the order of 12 or 13 lakhs of rupees, but I believe that this expenditure is very small for building the character of the students in India.

K. G. Saiyidain: There are three remarks I should like to make which have been suggested by the preceding discussion. It has been very rightly stressed that unless the intrusion of politics into the universities in its various forms is stopped, the Vice-Chancellors would not be able to perform their duties competently and impartially. In this connection, I should only like to say that there is not the remotest likelihood of an edict being issued one fine morning that henceforward politics will not be allowed to intrude into the universities, and, therefore, unless the Vice-Chancellors assert themselves and say that they would not be amenable to pressure of any kind and that they would be prepared, if necessary, to pay the penalty for it, this very desirable reform cannot be introduced. As Sir C. P. pointed out, there was an occasion when a Vice-Chancellor, whose identity I believe you can all guess, had to threaten his resignation in order that a perfectly simple thing should be acceptable to the authorities. Therefore, to some extent, that is within the competence of the Vice-Chancellors themselves. Secondly, one of the important things which the Vice-Chancellor of a university has to do as an administrator is to make the best use of the various types of people on the staff of the university. Some are good teachers, other good research workers; some have a flair for administration, whilst others have social qualities and the ability to organise the residential life of the university, its sports and other activities. As such, one of the important problems of administration is that we should not make these administrative jobs so much more attractive, both financially and otherwise, in terms of power and influence, that good teachers, good research workers and people with good social qualities would give up those positions and take on administrative responsibility; and for that purpose if certain adjustments are needed in salaries and allowances, we should be prepared to make them. The third point is that there should be a method whereby a competent administrative service could be created for these important, but somewhat irrelevant, responsibilities of getting the buildings constructed, procuring provisions and economising on expenditure properly. A great deal of wastage goes on in the universities because the Vice-Chancellors are men of great academic distinction, Judges or Chief Justices of the High Courts, but who cannot find either the time or competent people to look into these problems. If, therefore, in cooperation with the Institute of Public Administration or otherwise we could have in each university at least one responsible and competent officer to attend to these administrative problems, it would release the time and the energy of the Vice-Chancellors for even more important problems.

H. V. Divatia: If the qualifications are to be the same for all the universities of our country, it seems necessary that not only should the standards be similar but there ought to be a uniform procedure for the appointment of all Vice-Chancellors. This point has been referred to but not

stressed till now. I think a good deal depends on how the Vice-Chancellor is appointed. As we are aware, no uniformity exists in this matter in the different universities. For example. universities in the State of Bombay have different systems. Thus, in Bombay University the Vice-Chancellor is nominated; in another university there is a panel of four persons elected by the Senate from amongst whom the Chancellor nominates the Vice-Chancellor; in yet another university, the panel is formed by the Syndicate and not the Senate; and, lastly, in another university, the Syndicate probably provides the panel of four, and then the Senate selects one for nomination by the Chancellor. This panel system seems to have its own drawbacks; for, as found in actual experience, there is scope for canvassing in this method and if there are parties, as there are bound to be, this partisan activity goes on months ahead of the actual appointment. Then again, even though there are three or four names on the panel, still if there is a consensus of opinion that a particular person on the penel should be appointed, then the others somehow retire or resign as soon as the panel is formed so that the particular person's name is the only one declared, subject to the approval of the Chancellor. As a result of such happenings, I think that the standards in the appointment of the Vice-Chancellors by the panel system have varied; and I am not sure whether the qualifications, referred to to-day, would be obtained if this system prevails.

Secondly, there is the nomination system. But, as Sir C. P. has stated, the Chancellor has to act constitutionally, *i.e.*, in accordance with the advice of his ministers, and there is a possibility, as has happened in some cases, that the person whom the Chancellor is made to appoint is, indeed, the person selected by the party in power in Government who may or may not possess the desired qualifications.

What, then, is the best method for the appointment of the Vice-Chancellor? If, there is going to be uniformity in the standards and the qualifications, there ought to be some uniformity in the selection procedure; and there should be at least one person who is common to all appointing authorities. I, therefore, suggest that in the first instance the Vice-Chancellor should be nominated by the Chancellor in consultation with the Chairman of the University Grants Commission who is conversant with University standards and is also above all considerations of a particular State. The choice of persons need not be restricted to the particular university area. If this method is not feasible, then there is the alternative. Although I personally prefer the first suggestion that a committee be appointed, consisting of the Chairman of the University Grants Commission as its Chairman, the Chancellor and a member elected by the Senate of the university concerned, which should then nominate the Vice-Chancellor. In this case, the Senate will have the satisfaction of having one of its members on the appointing committee. I believe that unless such a procedure is adopted we would not have the desired uniformity.

Now universities are a States subject and, as such, all the University Acts will have to be revised by the States and their Legislatures. This should be guided by the Central Government. I should even suggest that, if necessary, the Constitution be amended to this effect for, indeed, this is really a very important issue; and, in order that the appointment of the Vice-Chancellor should be above all party and other such considerations, it is necessary that impartial persons of the highest authority must form the nominating body for his appointment.

As regards the other points that have been referred to—the academic and the administrative—I am inclined to the view that even in the younger universities it is necessary to have a Rector or a pro-Vice-Chancellor for assisting the Vice-Chancellor, who, particularly if he is an academic man, may not be quite conversant with administrative affairs. Unfortunately, the new universities find it difficult to make such an additional appointment, but if the University Grants Commission is prepared to help, I think this reform is worth consideration.

Lastly, the number of students should be restricted. It is not a question of whether a university is an affiliating or a teaching one; for even in the former it is possible to limit the number of students in the constituent colleges. The Academic Council has the power to do this and, in fact, we have laid down that no affiliated college should have more than 1,000 students.

T. Sen : I submit that the problems facing the Vice-Chancellor mentioned by Sir C. P. do not seem to be insurmountable. Regarding political pressure in selecting students for admission, if the Vice-Chancellor, in consultation with the Deans and Professors of the different faculties, lays down the qualifications and the procedure for admission and the numbers of students to be admitted to the different departments according to the facilities available ; and if the authorities are determined to follow the regulations rigidly, then I can say without any fear of contradiction, that this would not lead to pressure but respect from political parties and the powers that be. Regarding the tug-of-war which takes place for the nomination of persons in the Senate, I think this could be avoided if the Governor of the State is not made the Chancellor.

Coming to student indiscipline, I do not agree that the youth of today are more indisciplined than what we ourselves were. Students are social beings and they respect idealism; and, as such, we cannot bring in discipline by merely having more tutorials. Rather we must mix with them freely and with a sympathetic attitude of mind. We must instil in them a love for their institution and a sense of responsibility. We have found that once the students begin to love their institution, they do not do anything, whether inside or outside it, which would bring it to disrepute. People may argue about the lack of time for doing all this; but I for one believe that if we do not make the university into a one man's show, and instead, decentralise all the activities by trusting others with responsibilities—as, for instance, an engineer for construction and procurement of building materials, a controller of accounts for finance and a professor for academic administration—then the Vice-Chancellor will find enough time to coordinate the different activities of the university and for mixing freely with the students and the staff. Success of administration, to my mind, depends upon the decentralisation of power and responsibility, and the difficulties facing the Vice-Chancellor may be minimised accordingly.

T. M. N. Pillai : I had intended to confine my remarks to a few questions connected with the office of the Vice-Chancellor, but the remarks made by Mr. Sen have, perhaps, forced me to digress a little. Firstly, the issue is not as to how the Vice-Chancellor's powers could be efficiently and speedily executed. No doubt, in law, it is conceded that the Vice-Chancellor must be the executive and the academic head of the university, though as to how the functions in these two spheres should be executed is a rather difficult matter. If we analyse their remarks, it would seem that the obser-

vations of Sir C. P. were really not at variance with those of Mr. Sen. Sir C. P. was never against the delegation of authority and, after all, no administrator is an administrator unless he knows where to, what to and whom to delegate.

With regard to the tenure and the method of appointment of the Vice-Chancellor and other ancillary matters, I suggest that India is a big country and I do not know if in its administration, even in the field of education, there should be any rigid uniformity applicable to all places and at all times. May be, what was good in an earlier age is not applicable now. As such, I think that where, in the course of our administration, any particular system has been found successful, there should be no reason for replacing it by something of uncertain efficacy. For instance, what need is there to replace a system which has, in the university so constituted, provided for all those desirable features which are now required for the appointment of the Vice-Chancellor? Then again, in the past, certain universities were created out of the generosity of certain individuals. Now, I believe rightly, the governments and the public of the day felt that such founders should be given certain powers and privileges—as for example the authority to appoint a panel of two or three persons from amongst whom the Chancellor nominated the Vice-Chancellor—because of their deep interest in the welfare of the institutions, and, as such these privileges were incorporated into the Acts, then is there any reason to change such a system?

In reply to Mr. Divatia, I agree there is no doubt about the qualifications and the eminence of the Vice-Chancellor, but what new system can ensure the selection of a person with the desirable qualities? Will an election meet the requirements? Of course, I do not suggest that we can turn down democracy and go back; but in the most advanced democratic countries is election the method, or has it been the uniform method, for bringing out the best men to manage the universities? Certainly not. That there are elections in the political sphere, or because elections are considered to be the best means for finding the people for administering the country in other spheres, it should not be inferred that this can also apply to educational administration. Indeed, the Radhakrishnan Commission has gone into this problem and judged the possibilities in the light of the experience of the members and its witnesses. The verdict is clear—there can be no uniformity; and, in fact, the Commission was anxious to avoid election as a means for the appointment of the Vice-Chancellor.

Perhaps, the best way-out would be for good and judicious persons in the university to discuss the matter informally amongst themselves and then choose some person. But can we have this system? Anyway, I am not in favour of election. Quite possibly, there may be a system by which the Syndicate could nominate a person, not only from amongst themselves but from others as well, for the Vice-Chancellorship must be open to all and not merely to teachers. I have the greatest respect for teachers, and there have been some who have adorned this office with the greatest distinction; equally, there have been others, not teachers, who too have brought the same brilliant qualities to bear upon this executive office. In these circumstances, whilst I am definite that there should be no election in any form, it is very difficult to say what the method should be exactly. That is why I maintain that in such a case conventions and practical consideraions applicable to a particular locality should all be taken note of. The Chancellor should have the power of nomination, perhaps in consultation with others. I am not ruling out the validity or the desirability of having a committee

or even having the Chairman of the University Grants Commission as one who could have some say in the matter; but, without doubt, I should not give him, however great he may be, the power of nominating the Vice-Chancellor for, after all, the relationship between the two is delicate.

B. N. Jha : Whether it be an affiliating university, a residential one or a combination of both, as Gorakhpur happens to be, I feel that the Vice-Chancellor must be a whole time officer. There is so much work in a university that it is not possible to combine this office with some other. Recently, in one of the States, the Speaker of the Assembly was also holding the office of the Vice-Chancellor of a university which is 200 miles away from the capital of that State! This is not likely to be conducive to the management of the affairs of the university with any efficiency. As regards the question whether the Vice-Chancellor should be salaried or not, it depends upon the individual, though in the Act there should be provision for a salary.

So far as the duration of the Vice-Chancellor's term is concerned, I consider that a term of five or six years, as suggested by Sir C. P., is a very good minimum and, I fancy, a very good maximum too! After six years in a big residential university like Allahabad or Banaras, any Vice-Chancellor, however, efficient, would think of a change having done his best for the institution. I am in entire accord with Sir C. P. that one of the needs of the present is that the Vice-Chancellor should have intimate contact with the students. If, instead of three hours, he could give six hours a day to meeting students, he can be sure that there would be no indiscipline at all, even with anything from seven to ten thousand students in residence.

The Vice-Chancellor cannot escape the repercussions and the influence of political parties. In this democratic age, the universities cannot exist in isolation and politics must have its impact on university life, but I consider that this impact should not be one-sided. If, after all, outside influences are trying to affect university life, why is the latter not so well integrated as to influence the life of its surroundings? This is a question I should like to ask of those who are in charge of the universities; and whatever we might say to the contrary, there will be political parties and they will even be influencing the Union elections. When we are permitting freedom of thought amongst teachers, there will be persons with different political ideologies—Congress, Communist or Socialist. But, as long as these teachers are devoted to their subjects, their teaching and research, and do not disturb the life of the University, there should be no difficulty. I can say from my experience of the University of Allahabad that all these political parties are represented amongst the teachers and the students. After all, they think over most of the problems, and discussions and symposia must be allowed freely in the University Union. But the only thing to observe is as to how tactfully such activities are not allowed to permeate the regular life of the university. This is where some check is needed; and if the Vice-Chancellor has his influence over the staff and students, there is no reason why there should be any trouble from political parties. We must try and stand up against this and, as Mr. Saiyidain said, if there does arise a situation when there is Government interference to such an extent that it is impossible for the Vice-Chancellor to function independently, then, of course, he has come to a stage when he should be able to fling in his resignation straightaway. However, such a situation comes about very rarely.

Although there should be uniformity in the method of the appointment of the Vice-Chancellor, yet I consider that it would be impossible to think of one formula for the whole country and its 35 universities, for conditions differ from place to place. But, undoubtedly, we should minimise elections as far as possible; and if we could completely do away with them, so much the better. In the U.P. Universities of Agra, Allahabad and Lucknow, the Acts were amended only recently and elections have been reduced, although even this has not been fully successful. I, therefore, feel that even the remaining element of election should be eliminated. As far as I can judge, the Delhi formula seems best from the working point of view. We should try it and see how it works, and some other universities may even adapt it with some modification. In fact, Gorakhpur has accepted it with slight changes such as the Chancellor takes the place of the Visitor.

V. S. Jha: I have listened to the advice offered by Mr. T. Sen. May be, it is a very peculiar set of circumstances in which I have to work, but I do feel that of the many people in the world in need of protection the Vice-Chancellor is one! I give a concrete instance. Last year, after consultation with the Chairman of the University Grants Commission, I requested my academic bodies to limit the number of admission to each college after full deliberation. This was done; and long before the summer vacation this was also announced together with the rules for admission. Later on, admissions were made strictly according to the prescribed rules so much so that a Member of Parliament trying to get an admission for his son realised after careful observation that, despite the large number of entrants, there had been no violation of the rules laid down. Indeed, everything was done in accordance with the advice given by Mr. Sen, but still I am now in great trouble. There is a strike on in the university and the Vice-Chancellor is faced with a great problem. A number of students are on hunger strike demanding the restrictions imposed be set aside and all students be admitted to the University.

Now I ask you, who is to face this issue? Indeed, it is entirely the responsibility of the Vice-Chancellor, for all the beneficiaries of decentralised authority shrink into their shells when passions are aroused and a countrywide student compaign starts operating. In such a situation all the advice given by Mr. Sen is of no use though, on the contrary, I cannot even call in the police. It is a sound administrative principle that power should be decentralised, but when this has been achieved we find a peculiar phenomenon taking place, especially in the context of university development, that responsibility gets increasingly centralised in the person of the Vice-Chancellor. Consequently, I maintain that protection be provided for the Vice-Chancellor and something done to ensure that his authority is respected. During the last 12 months there have been four strikes in my university—a fact which suggests that, despite all the wise things that are said theoretically, this indiscipline is something inherent in the body politic of the University today. And the administrative authorities have got to face this problem and ensure that outside forces do not militate against the best interests of the University as a centre of learning for the meritorious.

Sir C. P. has ably presented the case for the Vice-Chancellor to be assisted by certain administrators. I particularly feel about the necessity of having a university Treasurer to look after its budget and accounts. In my own university, thanks to the increased development expenditure, the normal annual expenditure exceeds a crore of rupees, and, as such, there is certainly a case for a Treasurer.

There is one more point which I should like to make. The Vice-Chancellor has to work through the Registrar's office which has many wings and diverse responsibilities. This office is certainly subordinate to the Syndicate of the University, but I am strongly of the opinion that, in view of the importance of the work conducted by this office, all people working in it should be ultimately responsible to the Vice-Chancellor and the Registrar. Of course, I agree that the rules of administration and other office regulations should be laid down by the Syndicate. The present dual control in actual administration is not conducive to efficiency and, indeed, it is very difficult for many universities to maintain the secrecy of confidential matters. I believe that many Vice-Chancellors would probably agree with me in that it is essential to ensure that the ultimate responsibility of the administrative work of the Registrar's office should be with the executive head of the university, of course, well within the rules framed by the Syndicate.

Finally, I strongly support the idea, already suggested, for providing trained administrative personnel for the universities. Furthermore, there is need for supervision of the administrative system, so that the present tendency of everything ultimately resting with the Vice-Chancellor and his office be avoided. There is scope for supervision for the evaluation of progress, and steps should be taken for the proper distribution of functions in such matters.

P. K. Parij : There is no difference of opinion that the Vice-Chancellor should be a whole time officer; and I believe that by now most of our universities are following this practice. Regarding the method of appointment of the Vice-Chancellor, there is a tendency to eliminate elections even in the Academic Council, the Senate and the Syndicate because of the bad effects of electoral practice. As such, it is all the more necessary to avoid elections for the appointment of the Vice-Chancellor. The Chancellor may consult the important members of the Syndicate and some other persons also, but he should nominate the Vice-Chancellor directly and not from any panel provided by the Senate or the Syndicate. It may be advisable for the Chancellor, on occasion, to consult the retiring Vice-Chancellor.

Much has been rightly said in favour of a short term for the Vice-Chancellor to be followed by another of equivalent or even longer period; for it is difficult to assess the work of a person in a short length of time. On the other hand, even though an individual may be an eminent professor or scholar, there is no surety he would turn out to be a good Vice-Chancellor. As such, I suggest a three-year term to be followed, if necesasry by another such term instead of a six-year term at a strech. Even where the Vice-Chancellor is elected, I feel that his second term should rest entirely upon the Chancellor. But, as has been pointed out, conditions differ from place to place, and there are universities where elections have been working well. I shall not say that what has been successful should be disturbed; but wherever the nomination system exists, it should be retained and wherever there is trouble with elections, they should be replaced by the nomination system immediately.

S. N. Bose : I have listened with great interest to the speeches of the Vice-Chancellors. I have been silent so long because the university to which I belong has, perhaps, the smallest number of students; but the problems of all universities are more or less the same. However, we are prone to forget that the universities really belong to the regions where they were founded, and that it would not do to foist upon any university certain ideas foreign

to that region. I should, therefore, think that the tradition of the university ought to be respected and given precedence over those good ideals and lofty systems which have functioned appropriately in some other place.

In this Conference, I may say, for example, that instead of a profound analysis of the universities of other countries, I should have expected a more practical analysis of what was happening in the Indian universities today. It is revealing to note the problems of education are connected with those of the State. Nevertheless, the State must see that on no account whatsoever, should it unduly interfere with education as such. There must be respect for the teachers who are, indeed, the real educators for the future. The State may legislate, but who will really fashion the future? You will have to depend upon the teachers to have good universities. So, however, much we may meet in various conferences and congresses, it is ultimately the Vice-Chancellor who is in the forefront of the battle and it is he, indeed, who has to solve his own problems. The situation has now become more difficult because of undue interference and the tendency that students themselves should solve the problems of education! Let us not have confused thinking, and we should realise that ultimately what a university should be rests entirely upon the teachers. After all, a university is not obtained by translating a paper sketch into practice. Mere appointment of persons is not going to make our universities, for then all the problems would remain and even become increasingly difficult. Nonetheless, I should say that if a person has been found who could be entrusted with the responsibilities of the Vice-Chancellorship, then he ought to be given the opportunity for work over a period of time. I agree with Sir C. P. that at least five to six years should be given to provide an assurance to the person to do something towards the realisation of what he stood for.

Then, as to how the Vice-Chancellor should be appointed, I think it is best to leave things as they are for, whatever changes may be introduced, there will be scope for criticism of all methods. India is a vast country with different States whose traditions differ and where people look upon education in different ways. But let the persons in the university, the Vice-Chancellor and the different academic bodies work and solve their problems in their own way. Only, there should be no dishonesty but efficiency and a real attempt to think out their own ideas. Nobody knows how the problem of Indian education will be solved; perhaps, it will not be solved by simply following a single method uniformly.

D. C. Pavate: There is one important aspect of the Vice-Chancellor's duties which has not been touched upon by the previous speakers, and I consider that it is in this context that we should decide whether it is desirable to have the Vice-Chancellor nominated or elected. To be specific, I have in mind the important duty assigned to the Vice-Chancellor for the maintenance of proper academic standards and the general development of the university. As such, the Vice-Chancellor ought to have an enormous influence on the academic bodies of the university. Now if a person is nominated by the Chancellor, which effectively means the State Government or the Government of India, as the case may be, the inevitable result would be for the Vice-Chancellor to look to the government concerned for inspiration; and, as such, the political pressure of which there has been so much talk will persist. I maintain it is useless to have a Vice-Chancellor who does not pull his weight in the Syndicate, the Academic Council and the Senate. It is rather easy to please the Chancellor, and I doubt if nomination can be secured without any canvassing, may be even

of a rather bad type. I admit it is possible to have an eminently successful nominated Vice-Chancellor, though this does not happen quite frequently. It is difficult for a nominated person to face opposition in trying to carry out projects. On the other hand, an elected Vice-Chancellor does have authority behind him and, as such, he is in a better position to execute his policies and plans.

C. D. Deshmukh: I should like to make some observations on the point regarding the regulation of numbers. This subject may be discussed on its merits elsewhere, but I am referring to it in the context of the difficulties mentioned by Dr. V. S. Jha. As I said this morning, the Central Government and any other body that may be set up by the Central Legislature are responsible for the maintenance of standards in the universities. I hope subsequent discussion will show that these standards are bound to be influenced by numbers relative to the physical equipment and appurtenances of the university. At the moment, the Central Government in regard to the affiliated colleges mostly, and the University Grants Commission are prepared to assist the colleges and universities to enable them to coordinate, maintain and improve their standards. If the view is held by the Central Government and the University Grants Commission that this process will be nullified by the parallel increase in numbers to be provided for then I think most reasonable people would agree that this assistance would be like pouring water into sand. Therefore, in my opinion, it may be quite legitimate on the part of the Central Government and the University Grants Commission to inform the colleges and the universities that this help would not be forthcoming unless a satisfactory arrangement is arrived at in regard to numbers in a unit. Now this has been accepted in regard to the professional colleges because of its obvious commonsense, though the same principle does not seem quite so obvious in relation to arts and science teaching. I believe a little reflection will show that, in fact, it is equally true in these cases; certainly science laboratory equipment, libraries, etc., are all a function of numbers. As such, I wonder why the Vice-Chancellor does not say to the principals of his colleges that assistance from the Central Government for the improvement of standards will not be forthcoming unless any rules that they indicate regarding proper numbers are observed. Now that is inherent in the report of the Three-Year Degree Course Estimates Committee which has been accepted by the Government tentatively. I say tentatively because it is due to come up before the Conference of Education Ministers, September (1957). I am hoping that, by and large, the report will be accepted because a large number of universities have already decided to introduce the three-year degree course, impliedly, on the assumption that they will be prepared to abide by the conditions on which financial assistance would be forthcoming from the Central Government as well as the University Grants Commission. Therefore, my advice to Vice-Chancellors, who wish to shift the location of the strike on their door-step to Delhi, is to say that they are prohibited from admitting additional students; and that if they do so, no more maintenance and development grants would be forthcoming.

A. L. Mudaliar: I think we have had a full discussion and in a subject of this description, we cannot expect to have a unanimity of opinion, but certain points have been clarified and I hope it will be possible for different universities to bear them in mind. A suggestion has been made that so far as the appointment of the Vice-Chancellor is concerned, it may not be necessary to have a uniform practice all over India; that regional considerations should also be taken into account; and, what is more important,

where there are sound conventions established, they should not be unnecessarily disturbed. With regard to the administrative aspect, we are agreed that the Vice-Chancellor's office should have the advice, whenever and wherever necessary, of trained technical personnel, as in a building programme or in accounts. As a matter of fact, some universities have established building committees on which the representative of the Chief Engineer of the State is a member; and if there is an engineer on the Syndicate, he is also a member, besides the convenor of the finance committee and the Vice-Chancellor. I think in some universities they have university engineers to help in carrying out much of the necessary routine work. As regards the accounts officer, it is a very important question and I am sure that those universities who have not got trained personnel, would do well to have one for the reasons which Mr. Deshmukh has so pointedly drawn our attention to.

With regard to the numbers of students and discipline, these questions will come up at a later stage; but I should like to emphasise what Mr. Deshmukh has said, that in some universities there has been no difficulty whatsoever in fixing the number absolutely—not merely the total number, but the number to be admitted in each subject—taking into consideration the accommodation, the teaching personnel and the maximum number that can be taught effectively. The problem has been solved in the affiliating universities by creating more colleges rather than by concentrating on enlarging the existing ones at the request or the pressure of the public, much less the pressure of any political authority. Fortunately, political authorities have not exercised so much pressure in all places, and I hope, that they will realise that a university, which is composed of persons who have had experience as teachers, is as much a democratic body which can work consistently with academic standards. I should like to emphasise a point that Mr. Pavate has suggested—the strength of Vice-Chancellor depends upon the amount of confidence he inspires in the university authorities concerned and the consideration they are prepared to show him. If Vice-Chancellor has got a Syndicate, and Academic Council and a Senate wholly concentrating on the ideals of the university and giving support for all constructive suggestions, his life would not be very difficult; but where there is friction or group politics and political considerations are brought in, then the question is entirely different and should be solved in a different manner. It is not suggested for a moment that the university can live in the same monastic manner in which educational institutions of the middle ages were thriving. In a country which is so fast developing the democratic spirit and methods of life, it is necessary for us also to consider how far, consistent with our ideals, we can take to democratic methods. A university can never be a democracy in the political sense. You cannot afford to have your examination results published on a democratic vote of the students who have appeared for those examinations, and yet in some universities pressure is brought to bear by the government and other public authorities to revise the results. These are some of the facts which have to be faced and it is there that the Inter-University Board, which has on its constitution all the Vice-Chancellors, will be in a position to give the lead to correct such political authorities and to expose them, if necessary. This is the only way in which we can get a solution to this problem. I also agree that if the Vice-Chancellor finds that he is not in a position to carry on his work effectively, efficiently and conscientiously, then the only alternative for him is to submit his resignation and leave the university to better hands.

IV

UNIVERSITY FINANCE

4—3 M. of Edu/58

University Finance

Hansa Mehta : *Financial and Business Administration of Universities*:

(i) Sources of Finance : One of the most baffling problems before the universities is that of raising adequate finances for their maintenance and development. A careful perusal of the budget statements of the various universities in India would reveal that their financial position is far from satisfactory. Most of them have deficit budgets in the majority of cases the revenue from different sources is hardly sufficient to meet their minimum needs; and in no case are the funds sufficient for the expansion or improvement in the many directions suggested by the Radhakrishnan Commission.

The expenditure of the universities has increased considerably within the last decade due to forces over which they have no control. The main item of increased expenditure has been the salaries of the teaching, administrative and ancillary staff necessitated by the higher cost of living. Travelling allowances have also gone up with the changes in the system of classes and the fares on Indian Railways. A similar increase has been inevitable on account of the enhanced cost on items like publications, laboratory equipment and the construction of buildings.

While the expenditure has gone up, the income has not increased proportionately. The main sources of income are grants from the State Governments and the University Grants Commission, fees and endowments. The State Governments give block grants, but these are hardly sufficient for their expenditure, much less for any development. The raising of income by increases in tuition and examination fees is very difficult. There is always a limit up to which the parents and guardians can pay. A vast majority of the students would not be able to bear any additional burden of fees. My university, for instance, raised fees twice during the last five years, but had to face many difficult situations before the public could be persuaded to see its justification.

Income from endowments instead of even remaining constant has diminished in certain cases due to a reduction in the rates of interest. Though certain older universities have a few endowments, it is well-nigh impossible to raise any fresh endowments for University education in the present economic state of the country. Thus, in spite of the huge increase in expenditure on the normal activities of the university, there is no corresponding rise in its income. Along with this disparity between income and expenditure, the universities are faced with the problems of improving the present courses, introducing new ones and expanding facilities for professional education. The question of introducing the three-year degree course in the faculties of Arts, Science and Commerce and arranging for the pre-university and pre-professional courses as recommended by the Radhakrishnan Commission; lowering of the pupil-teacher ratio and introducing the tutorial system; and providing for general education courses are some of the problems which every university will have to face sooner or later. Many of the universities have decided to adopt these recommendations, all of which require more teachers, considerable expansion of library

and laboratory facilities and additional buildings. These proposals are possibly lying with the Ministry of Education & Scientific Research, the University Grants Commission and the State Governments who may take their own time for their consideration. Though they put a deadline after which no proposals would be considered by them, they never give the date by which they would communicate their decision to the universities, with the result that the latter are placed in a very difficult position. If some university were to announce, for example, that the three-year degree course would start from June, 1957, then it would have to admit students and make other necessary arrangements by that date. This is a very risky position but the university has to take that risk. It will thus be seen that while the expenditure of the universities is growing every year on account of the increase in its maintenance and the various schemes for improvement, development and research, they are quite unable to raise their income by enhancing the fees or by getting endowments. The only source on which the universities can rely is grants by the Central and the State Governments. It is a matter of satisfaction that the latter are becoming more alive to this fact and trying to liberalise their policy of assisting the universities; still the grants given are not adequate for them to adopt the recommendations of the Radhakrishnan Commission.

The grants by the University Grants Commission are given for post-graduate instruction and research and other specific schemes on the understanding that the university or the State Government will bear one-third of the non-recurring and half of the recurring expenditure. In the latter case, the university and/or the State Government has to agree to bear the full cost after the Second Five-Year Plan period. The university by itself cannot agree to this unless the State Government gives an assurance to increase the block grant. So this principle acts as a deterrent when the State Government is not able to give a permanent commitment. For example, some universities in the State of Bombay have not been able to take advantage of the University Grants Commission's scheme of upgrading the salary scales of university teachers so far. Though the Commission's offer of 80% of the increased expenditure during the Second Five-Year Plan period appears to be quite generous, a permanent commitment on the part of the State Government involves a vast financial liability and any wise government would naturally think twice before agreeing to such a proposal.

The Radhakrishnan Commission has recommended that the Central Government should meet 50% of the recurring cost of post-graduate teaching and research. They have observed that advanced work at most of the universities is starved and the amount spent on it needs to be doubled within the next few years. This implies that while the State Governments should continue their current expenditure on post-graduate teaching and research, all additional funds needed for development should come from the Central Government so that, in course of time, the expenditure on post-graduate education would be shared equally between the States and the Centre. Against this recommendation, the University Grants Commission offers 50% of the recurring cost of only the new schemes and that too in the Second Plan period after which they expect the State or the university to shoulder the entire burden. Besides, they require the State Governments or the universities which ultimately means the State Governments to give a categorical assurance to continue the development after the Second Five-Year Plan period at their own cost. It is not understood on what basis they expect the State Governments to bear the entire cost after that period Does the Commission expect that the universities and the State Governments would be better off after five years ? Looking to the present price trends,

it is difficult to envisage such a position even in the distant future. The Commission is a statutory body for allocating grants out of the funds placed at its disposal by the Central Government. If the State Governments can be expected to give a definite promise at this moment for future allocations, why not the Central Government? If the Commission can pay 50% of the cost of development for five years, there is no reason why this grant should be discontinued afterwards. I am not convinced of the propriety of this principle unless it be the policy of the Commission to transfer gradually the Central Government's responsibility of 50 per cent of the recurring cost of post-graduate teaching and research to the State Governments. It would not be out of place here to suggest that the Commission may revise this principle and pay 50 per cent of the expenditure on all schemes for the development of post-graduate education and research of a permanent nature as block recurring grants to the universities. In addition, it should pay half the cost of the approved specific schemes of research of a temporary nature. The recurring grant may be fixed, after proper scrutiny, for a definite period, say five years, after which it may be reviewed. The Commission may consider new schemes of development in the light of the funds at its disposal for recurring grants, but once the schemes are approved the grants should be continued.

Another suggestion for the consideration of the University Grants Commission is that the principles of grants should be different for different types of universities. The needs of a primarily teaching university are different from those of a mainly affiliating and examining institution. The unitary teaching and residential universities have to bear all the expenditure for their maintenance and development. They have a limited number of students, but require comparatively larger funds for library and laboratory facilities, buildings and student welfare activities. The Radhakrishnan Commission has opined that such universities are best suited to our country and, as such, they should be encouraged and given all possible assistance.

As the University Grants Commission has limited its assistance to specific schemes of post-graduate instruction and research only, it becomes the duty of the State Governments to increase their present block grants for the maintenance of the universities and for the development of under-graduate instruction. As stated above, work at the under-graduate level needs considerable improvement and expansion, especially on the scientific and professional sides. All this will raise the expenditure of the universities and unless the State Governments come to their help, they would not be able to introduce the desired reforms.

The present block grants by the State Governments are fixed on the principle of meeting the deficit after deducting the income from fees and other sources, and so the percentage of State Government grants varies widely in the different universities. I do not know the experience of the universities in the other States, but it takes a long time to persuade the State Governments to increase the block grants. The general tendency is to assess the block grants on the actual expenditure of the past few years and that too on certain fixed items. This results in deficit budgets of the universities. In fact, this assessment should take into account the normal and other development plans in the period for which the grant is made. It is also essential that the block grant should be fixed well in advance of the commencement of the period. This would enable the universities to frame balanced budgets and allow sufficient freedom for development.

In the U. K., the system of grants-in-aid to the universities is on a quinquennial basis. Every five years the government announces the total amount of money they intend to ask the Parliament for the ensuing quinquennium. The Grants Committee of that country inquires into the financial needs of the universities and advises the government regarding the use of the grants to be made by the Parliament towards meeting them. These grants are quite liberal as can be seen from the following statistics of the sources of the income of the British Universities in the year 1953-54 :

Recurring Government grants	67.5%	of the total income
Income from fees of all kinds	12.0%	,,
Grants made by Government departments other than the Treasury	3.0%	,,
Endowments	4.3%	,,
Local Authority grants	3.6%	,,
Donations and subscriptions	1.6%	,,
Other income	8.0%	,,

It can be seen from the above table that the universities in the U. K. derive 74 per cent of their income from Government funds. The attitude of the British government towards the universities is reflected in the minutes published last February by the Treasury which states that "the maintenance and expansion of universities are a vital national need which cannot be met without a considerable subvention from the Exchequer."

A system of State and Federal grants to the universities obtains in the U.S.A. also. Whilst the State Government provides a large portion of the expenditure on University education, the Federal Government also gives additional finance. Federal funds enter the area of higher education through four principal channels :

1. Payments made on behalf of, or directly to, individual students to assist them in attending a college or university of their choice.
2. Payments made to institutions in return for specific services rendered.
3. Capital grants and gifts of surplus material to institutions in improving their physical plant.
4. Direct operating grants to institutions in support of particular instructional and research activities.

The following table gives the percentages of the sources of income of the public universities in the U.S.A. in 1950 :

Students' fees	23.1%	of the total income
State and Local Government	48·1%	,,
Federal Government	14.7%	,,
Private benefactions	3.1%	,,
Endowments	1.2%	,,
Miscellaneous	9.8	,,

Out of the 23.1% income from students' fees, 13.0 was paid by the Federal Government as veterans' fees. The Local, State and Federal Governments amongst themselves shared 75.8% of the recurring expenditure of the public universities.

The Radhakrishnan Commission has recommended a similar system for India in stipulating that whilst the system of State grants should continue, the Central Government should also give grants to the universities for meeting the needs of higher education; that under-graduate education should be the concern of the States and post-graduate teaching and research the responsibility of the Centre; and that the Central and the State Governments should together give grants for 60% of the expenditure on University education in the country.

It is time that the Central and the State Governments should augment this suggestion, be more liberal and permit the universities to develop on the lines recommended by the Radhakrishnan Commission and admit all the necessary expenditure for carrying out the recommendations for the purpose of assessing the annual block grants by the State Governments, and the recurring and non-recurring grants by the University Grants Commission.

(ii) *Budgetary Control*:

In accordance with the present constitution of the universities, their budgets are usually prepared by the Syndicate and finally approved by the Senate. Apparently, the universities are autonomous bodies and free to frame their own budgets; but they have no power to raise the needed funds. They have to depend upon grants from the Central and the State Governments, who have directed that no new items or schemes of development will be considered for grants without their prior approval. Thus the real control of the budgets of the universities rests with the Central and the State Governments, specifically the latter. With the establishment of the University Grants Commission, the work of scrutinising the development proposals from the universities has been speeded up as far as grants from the Centre are concerned; but it takes much time for the present governmental machinery at the State level to scrutinise these proposals and, consequently, the progress is delayed. The State Governments have no such statutory expert bodies as the University Grants Commission, nor any standing committees for scrutinising proposals from the universities for their special or block grants. It would be in the interests of the States and the Universities if there is a statutory body, or at least a standing committee, to advise the former on matters connected with University education, as suggested by the Radhakrishnan Commission. The universities do not wish that their proposals should be approved straightaway, but they do wish that their proposals should be scrutinised by those who have expert knowledge and the decision of the Governments communicated to them within a reasonable time.

(iii) *Care and Maintenance of Buildings and Equipment*:

The universities have buildings and equipment worth crores of rupees and there should be sufficient provision for their care and maintenance. Appropriate amounts for the maintenance of the buildings is usually admitted by the State Governments in assessing the block grants. However, the problem before the universities is the provision for extensive special repairs to their older buildings and the replacement of their worn-out machinery and costly equipment. Here also, the universities have to look for help to the State Governments. It is a matter of satisfaction that the

Bombay Government has taken a lead in this direction and has decided to give to the State Universities a building depreciation grant at the rate of 1% of the capital expenditure on buildings constructed since 1949. The universities are directed to create a building depreciation fund out of this grant and to utilise it only for special repairs or for the re-conditioning of the buildings. It has also decided to give grants towards the establishment of a depreciation fund for the replacement of machinery, apparatus and other equipment, excluding wooden and metal furniture, purchased since 1949-50 at 5% of the value of items costing Rs. 500 or more each for machinery and Rs. 250 or more each in the other admissible cases. If all the other State Governments adopt a similar procedure, the universities can, in course of time, build up their depreciation funds.

(iv) *Others* :

Another major problem in university finance is that of raising funds for student hostels and staff quarters. With the gradual development of teaching in the affiliating universities, more funds will be required for this purpose. However, for the unitary, teaching and residential universities, adequate provision in this matter is of utmost importance.

The University Grants Commission has considered this problem and offered help to the universities in the form of loans which are interest free for student hostels but carry 5% interest p.a. for staff quarters, both repayable in 25 years. It is not understood on what basis the above principles were laid down; but, in actual practice, many of the universities find it difficult to take advantage of the offer. The hostels are not self-supporting and their rents have to conform with the average income in the surrounding locality. It, therefore, becomes nearly impossible for the universities to take loans for the construction of hostels unless the period for repayment is extended to 40 years. The need for hostels, especially for women, is very urgent and the University Grants Commission should reconsider this question to enable the universities to take advantage of this offer.

The scheme of grants for the staff quarters is more stringent. Even with the cheapest possible plans, it would not be possible for any university to repay the loan and its interest while it meets the necessary maintenance expenses out of the rent, if the rate of interest is maintained at 5%. Here also the University Grants Commission should review the principle in the light of the economic status of the university teaching staff.

The formula laid down by the government in respect of the labour housing scheme, under which the State Governments are given half the cost as grants-in-aid and the remainder as loan at 4½% p.a. interest and repayable in 25 instalments, should also be applied to the universities for the construction of staff quarters. Alternatively, it is suggested that the entire amount may be given as loan at 2% p.a. interest and repayable in 33 instalments. Unless one of these alternatives is adopted, this vital problem in residential universities would remain unsolved.

D. C. Pavate : I should like to know why the Government of India does not assure the University Grants Commission that funds would be forthcoming regularly. After all, the Commission is a permanent body and it would be providing grants-in-aid even after the current five year period. In the existing circumstances, the schemes being financed by the University Grants Commission are only for five years and, as such, there is little incentive

for the State Governments to provide their share of the financial assistance. This is a real difficulty and should be clarified.

Coming to the State Governments, I feel they ought to do something for their universities to balance the budgets. About three years ago, on enquiring about their financial position, I was informed by the then Vice-Chancellors of the Universities of Allahabad and Lucknow that they were in debt to the extent of 18 and 21 lakhs of rupees, respectively. This is a very undesirable state of affairs, which should be remedied. The universities must balance their budgets, and the respective responsibilities of the State Governments and the University Grants Commission must be clearly indicated. In this connection, I may add that the grants of the University Grants Commission are rather limited and, in practice, the major portion of the money has to be provided by the State Governments. I, therefore, think that it is worth considering that the university budget be sanctioned by the State Legislature. This should also provide an appropriate occasion for the discussion of university affairs in the Legislature. Personally, I have no complaints because the University Grants Commission and the Governments of Bombay and Mysore have been treating my University rather generously. But the suggested principle is worth some consideration.

Finally, there is the question of income-tax rebate on endowments being given directly at the source instead of later on as at present.

C. P. Ramaswami Aiyar: I should like to draw attention to an aspect of this problem which, in my opinion, has not been adequately accentuated so far. Generally speaking, in our country the best students are usually the poorest. In other countries, notably the U.K., the State has conceived it to be its duty for ensuring that no person who can benefit the State and himself by advanced study or research is denied the opportunity. But financial help to students desirous of pursuing higher education are notoriously scanty in this country. The available endowments mean very little now that the rupee has depreciated so much. Indeed, there are scholarships of Rs. 5 p. m. in some universities even for post-graduate students! Such a system needs to be modified and it seems to me that this conference is an appropriate occasion for stressing this. The poverty amongst the student population is widespread and very distressing. From personal knowledge I can assure you that in the Banaras University at least 15% of the students, especially those from eastern Uttar Pradesh, have barely money for one meal a day. And this is not a singular feature in India. I, therefore, suggest the possibility for consideration by which the State Governments or the Centre, or both by some kind of collaborative action, should make themselves responsible for the institution of enough scholarships in all subjects to enable the makers of the civilisation of the future and the architects of the Second Five-Year Plan to function adequately.

R. P. Paranjpye: At present, most of the universities are having a difficult time in balancing their budgets and they are not certain as to what is going to happen at the end of the year. The budgets are always deficit, and, as such, the universities have to seek assistance from their respective State Governments to provide the needed funds. And the State Governments, though ordinarily fairly liberal, are keen upon examining every item of expenditure which provides a good opportunity for their interfering with our development schemes. The University Grants Commission has accepted the schemes for five years only, paying a certain proportion of the expenditure, and one does not know what is to happen after this period.

I should like to take the bull by the horns and suggest University education, ins[illegible] of being regarded as a joint responsibility of both the State and Central Governments, should be wholly taken over by the Centre and then the States may supplement it at their discretion by the provision of scholarships for their respective students. This system would have the advantage of easy passage for any schemes of development. I believe the example given by Mrs. Mehta about the position in the U. K. is different because there exists a unitary government and the state makes up the entire university deficits. In our country, each university is subject to two masters. This is a point which seems worthy of consideration by the Vice-Chancellors. I am aware that the suggested proposal would require a change in our Constitution, but this is not so difficult to bring about as some people think, if only there is a will to make a change.

Furthermore, universities in the U. K. and the U. S. A. receive endowments of various kinds, especially from old alumni. But in India, such endowments are very few except for universities with rich industrial hinterlands. In the case of a university like Poona, which is situated in the proverbially poor Maharashtra, donations are very difficult to get.

T. M. Advani : With due deference to Sir Raghunath, I do not share his view that university education should be the responsibility of the Centre and the University Grants Commission only. I think the State must bear its part, perhaps increasingly. In the State of Bombay, we should remember that there are seven universities and, as such, there are difficulties in that the State is not able to satisfy them all. But in one particular the answer has been given, and Sir C. P. would be happy to learn that the Bombay Government has introduced a system of merit scholarships, which are given to 5% to 10% of the students, covering tuition fees besides an additional allowance. All universities benefit from this scheme. This is a step in the right direction and I do hope other States will follow this example. Further, I also hope that the Centre will supplement this scheme because 5% to 10% alone are not needy. Indeed, there are many more meritorous students in straitened circumstances who, given the opportunity, should do very well in life. I understand in Cambridge and Oxford about 75% of the students receive awards to cover their needs. We must do something similar for our poor students if we are to develop the pattern of socialistic society.

B. D. Patel : I entirely agree with Sir Raghunath. The Act of my university was passed in September, 1955 and I was appointed Vice-Chancellor on the 15th December, 1955. Since then, I have not received from the Bombay Government a single *naya paisa* towards the recurring or the non-recurring grants. Whenever my proposals are approved by the University Grants Commission and they are prepared to pay their two-thirds share, the State Government refuse to pay their contribution. Under these circumstances, it is best that all the universities should be taken over by the Centre.

H. V. Divatia : I am myself of the opinion that, in view of the prevailing circumstances and our past experiences, university education should be made a Central subject. I have discussed this matter with several eminent educationists in this country and there is no doubt that a difference of opinion exists. Some consider that the change should be feasible whilst others maintain that the States will not agree to the requisite change in the Constitution.

Admittedly, our experience in Bombay State has been very unfortunate, for the Government has consistently refused to provide the matching grants for the schemes approved by the University Grants Commission. On occasion, the university ultimately accepts the tempting offers of the Commission unilaterally and, as such, there is a constant uncertainty about the future when University Grants Commission grants would terminate. The State Government maintain that their initial charge is primary education, then Secondary education and the universities come last. At present, they do not have the funds to provide the matching grants for University education. I, therefore, suggest that there should be a better co-ordination between the Centre and the State Government in this important respect.

As regards the continuance of the grants after the Second Five-Year Plan period, I suggest this should be a Central responsibility. Even if it is not feasible to accept Sir Raghunath's proposal for making University education a Central subject, I think it should be possible for the Centre to take over post-graduate teaching and research, which is now admitted to be the legitimate work of the universities. It is also recognised that there should be co-ordination and continuity of research in between the different universities of India. Besides, it is necessary that to improve Technical education and to fructify the successive national development plans, there should be research in all the universities. Consequently, there is greater need for post-graduate teaching and research being made a Central subject.

P. K. Parija : After the clear statement of Mrs. Hansa Mehta no elaborate discussion is necessary. We are all agreed that the University Grants Commission should not make grants for a limited period only. There should be financial security in such schemes—and this can only be achieved if the grants are in perpetuity, subject, of course, to a satisfactory progress of the schemes. I, therefore, agree with Mr. Divatia that the post-graduate and research departments should be the concern of the Centre, whilst the responsibility of the under-graduate departments should devolve on the State Governments. There is always some delay in the State Government's decision and, as such, the universities are put to difficulty, but it must be stated in fairness to the State Governments that they are not all callous in making grants to the universities.

As regards poor students, I may mention that the Government of Orissa is liberal in making provision for scholarships and free studentship in every college. There are now 12½% free studentships for poor and deserving students besides a large number of scholarships. Furthermore, there is a scheme of granting loan stipends for Technical education, and it is being considered to make similar grants also in the Humanities. Thus, although the State Government does make some delay in coming to a decision which puts us to difficulty, they do ultimately come to our aid. What we need are speedy decisions and more liberal aid to the universities.

Finally, I should like to make two suggestions. Firstly, instead of the University Grants Commission insisting on a 33⅓ per cent or 50 per cent, as the case may be, matching grants from the State Government or the University, they should decide to give us one or two departments on the condition that the next department would be a State responsibility. In this way, at least one department would be fully financed by the University Grants Commission, and this would also lead to expeditious development. Secondly the progress of university development is badly suffering because of deficits. Some universities have an almost month to month financial existence.

J. C. Ghosh : The difficulties that have been pointed out by the Vice-Chancellors of Bombay State are possibly very genuine. But when we in the Planning Commission, at the beginning of 1955-56, considered the expansion of University education, we always made it clear to the State that against the 27 crores of rupees available from the University Grants Commission and the six crores povided by the Centre for affiliated colleges, there should be available matching grants in the States for the schemes to be given due consideration and for their implementation during the Second Five-Fear Plan. Accordingly, we had then insisted that in the Second Five-Year Plan, every State should have as a part of the Plan certain resources earmarked for the development of University education. I remember the case of Bengal—I had just then come from that State—that we set apart 4½ crores of rupees in the State Plan itself for providing the stipulated matching contributions. In the case of Bombay, we decided that the total development grant for education should be of the order of 24 crores of rupees. But, unfortunately, against the protests of every member of the Planning Commission, the Bombay Government ultimately reduced the development grant for education to 14 crores. The Planning Commission have not as yet accepted this position, and we are still corresponding with the State Government. For them certain irrigation and power projects have a higher priority than the need for providing an additional 10 crores for education in the State ! We hope it will be feasible to persuade the State Government to take a more enlightened view of the matter.

If the original proposal of the Planning Commission regarding Bombay State had been kept intact, then the difficulties mentioned by the five Vice-Chancellors of that State would not have arisen. I take personal responsibility for the matter and call it bad planning. Indeed, when provision is made by the Centre for certain funds to be made available to the universities and the affiliated colleges in India, but the States do not cooperate in providing the corresponding matching grants, then this is a case of thoroughly bad planning. But I maintain that except for Bombay State this sort of bad planning has not been permitted anywhere else. I should like this matter to be taken up by the Vice-Chancellors of the Bombay universities and be again brought to the notice of the Planning Commission.

Then there is the other question as to what will happen to the universities after the five year period, when the grant from the University Grants Commission may cease for certain recurring items. I may inform the members present, and who are not familiar with the methods of the Planning Commission, that at the beginning of each Five-Year Plan we first assess the total resources and liabilities of each State. Then we ask the States to commit their entire resources to the new Plan. Now, in the assessment of the liabilities of a State, the committed expenditure of the earlier plan period would be taken into consideration, whereas the resources would include the possibilities of additional taxation or any other avenues of finance. In effect, the plan of a State is based on the current realities of the situation. I should, therefore, suggest to the Vice-Chancellors not to feel uncomfortable about an uncertain future because a plan is a continual improvement of a situation. As such, we can never go back in a planned economy. In particular, if there is any commitment entered into by a university with the help of the University Grants Commission during a plan period, then this would be considered by the Planning Commission at the next plan stage as a committed expenditure which must be honoured. Why should the Vice-Chancellors anticipate retrogressive measures in our next plan ? If anything, the economy of the country is expected to develop, and as such, there need be no fear that the Centre

is giving grants for a five year period only. At present we have planned for five years—not more—and as the country progresses, the committed expenditure at the beginning of the next plan should not be less than at present. I, therefore, suggest that the Vice-Chancellors should not be frightened by these financial technicalities. It is the necessity of a situation that should be the guide to expenditure, and to be forward-looking is, indeed, the essence of the enterprise. The country will not let you down in your good work for lack of funds.

I appreciate greatly the efforts being made to reduce the number of students seeking admission in the universities. Nevertheless, the fact remains that whereas in 1947 we had 2,50,000 students in the universities, we now have 8,00,000 of them; and if this trend continues we should expect to have a million by the end of the Second Five-Year Plan period. I yield to none in the desire that most of these students who are wasting their time in the universities should get other opportunities for utilising their time and energy. But when it is said that these sudents are anxious to get University education, or that it is a menace to the development of Higher education to permit the entry of such large numbers, then I join issue. The responsibility for keeping these students away from the university rests squarely on the government and the leaders of the country; for they enter the university because they have nothing else to do and, furthermore, as the society is imbued with the older theory and tradition of liberal education according to which a university degree gave social status to its holder. For example, at present many girls desire to go to the university because their parents believe that after graduation there would be better chances of their wards getting well married. Indeed, the fact that entrance into the university gives social status should not be ignored; and if the country believes in giving social status to students joining the university, then the country must also provide adequate funds for their proper education. Nevertheless, I personally believe that however much we may try, unless the successive plans of the Government of India for industrialisation create a better and very much larger demand for engineering and technological personnel, it would not be possible to transfer a substantial part of the current student population to activities other than those connected with the university. This is a difficult problem, but I see no other possible solution; that is my difficulty. I should be the first person to maintain that not more than one lakh of these 10 lakh students ought to come to the university; but then what are we going to do with the remainder? In the existing circumstances, we have to accept this additional responsibility for University education; and I maintain that the State should provide a solution for this problem. But, as a matter of fact, this irrepressible urge for participation in higher learning on the part of our students does not find a corresponding reponse from the State legislators. For example, the Minister of Education pointed out today that a university student spends, on an average Rs. 2,500 per annum on higher education. I have my doubts, and surmise that the figure is something of the order of Rs. 1,200. However, the implication of the figure quoted is that if a student can, indeed, afford to spend so much through his parents, then why should he not be required to spend another Rs. 500 or Rs. 600 to enable the universities to flourish on tuition fees alone? This argument would be quite appropriate if the initial supposition is correct, and I should make the additional demand on the parents to enable the universities to become independent of public assistance and also provide adequate teaching. But an average student of India does not spend so much, and, in fact, about 40 per cent to 50 per cent of the students come from families too poor even to pay the tution

fees. The State has, therefore, got to help the universities and colleges to maintain adequate standards of instruction.

If we consider the under-graduate situation in the poorest university of India—Calcutta University—I think the cost would be about Rs. 400 for an Arts student and perhaps Rs. 600 for a Science student. The student pays, possibly Rs. 200 per year, and the balance must come from other sources. Thus, on a rough calculation it appears we have to find 30 crores of rupees annually for the efficient management of the under-graduate classes, if a million students are to receive adequate attention in the universities. The problem, therefore, for the Planning Commission, the University Grants Commission and the authorities concerned with University education is to find this money. This is the reality of the situation which must be appreciated and there is no point in tinkering with small financial niceties. I see no way of getting the money unless there is a change of heart in the country's legislators; and, in particular, the old Congress attitude—that as Higher education is a personal advantage, the class of the beneficiary must pay for it—must go. More positively, we should accept that the students in the universities are a national asset and, as such, the nation must provide for their education. Quite frankly, the present Congress organisation believes in things like Primary or Basic education but not in Higher education. With such an attitude, nothing will fructify. I will remember the great trouble I had in pushing through the Parliamentary Committees the present plan for Higher education in the country. They enquired why out of the 307 crores provided for the development of education, 89 crores were to be spent on Higher education, and I was subjected to such hectic criticism by the Members of Parliament that I rather felt that these people required education more than the students themselves ! But, after all, they agreed to a sum of 80 or 85 crores being earmarked for the universities, affiliated colleges and higher technical institutions. It is now necessary that the Vice-Chancellors of the universities should impress on the public and the government that unless they get about 30 crores of rupees annually, they would not be in a position to discharge their duties satisfactorily. This is a point we have to face squarely and on which public opinion has to be very strongly influenced.

Though I would not say that the Centre be made responsible for University education in all stages, I may suggest to the University Grants Commission that they take over all the Honours students in the under-graduate classes under their wing and try to give them adequate education. This should be possible if there is a thorough screening of admissions to the Honours schools, and if the public supports the university authorities, unlike what happens in Banaras University so far as admissions to the Pass courses in the Arts and Commerce Faculties are concerned. For example, there has been recently severe screening for admission to the Honours schools of Science in Delhi University; and I have found from general considerations that as a consequence of this strictness, there is great respect for the standards of this University which I also share. If we severely restrict the admissions to the Honours classes of the university, the possibility seems to be of having about 60 or 70 thousand students all over India, a number whose needs may well be adequately catered for by the University Grants Commission with an annual provision of about Rs. 5 crores. And this is a point of view which I should urge the University Grants Commission to consider. After all, this Commission is responsible for research; and, possibly, they may stretch a point and accept the responsibility for Honours studies in the under-graduate classes. When 27 crores of rupees are provided in the Second Five-Year Plan for the University Grants Commission, this itself is a pointer that in future

plans, an annual sum of 5 crores of rupees for the above purpose may not be considered too heavy an expenditure on behalf of the Central Government. Of course, as at present constituted, the University Grants Commission is responsible only for Honours and Post-graduate studies and research but I should like Mr. Deshmukh to look into the suggested possibility of extended responsibility.

These are matters for serious consideration but I should further like to know from Mr. Deshmukh whether I am right in my earlier statement that if once in the Plan an expenditure has been taken as committed, then in future planning that expenditure would be taken as committed and becomes the liability of the State; and that, in assessing the resources and liabilities of the State, such an item should be considered as one of the legitimate grounds on which money has to be found in future planning.

C. D. Deshmukh : My task has been considerably lightened by the speech just delivered by Dr. Ghosh. I am entirely with him and with all educationists in wishing that a much larger allocation had been made available for University education; and apart from any controversy in any important section of University education, on general probabilities alone, I am quite certain we could very well use this additional sum of Rs. 30 crores a year and feel some satisfaction that we are discharging the duties laid on us by the legislature.

Dr. Ghosh has explained the alteration which takes place in the nature of expenditure from Plan to Plan. In fact, a development expenditure in one plan period is bound to become ordinary committed expenditure in the next plan period and, therefore, it is part of the total liabilities of the State. I go further and say that there is a constitutional machinery, to which I made reference this morning, to ensure that the State is enabled to run on an even keel, taking account of all these liabilities. Thus, every five years, about the same time that a new plan is formulated, a Finance Commission is appointed and every State takes the opportunity of stating before it their commitments and the new expenditure they anticipate. The Commission takes these representations into account and tries to form a judgement whether the state concerned has honestly endeavoured to make full use of all the resources situated in that State, especially in the direction of tax raising. Once the Commission comes to the conclusion that there is a gap between what they need for expenditure and the revenues they can raise despite their best efforts then I think it is their bounden duty to ensure that the State is enabled to fill that gap. In other words, there should be no State left with a deficit budget so far as committed expenditure is concerned in spite of the virtues of deficit budgets, which may be very good for the Central Government and may also, perhaps more doubtfully, be useful for the universities !

This explains the conundrum of Mrs. Hansa Mehta. One reason has already been given by Dr. Ghosh, *i.e.*, this becomes development expenditure. Now if it is development expenditure, then it is the proper expenditure of the State because under the legislative dichotomy to which I referred this morning, the development of universities in connection with the maintenance and improvement of standards is the function of the Central Government, but the maintenace of the universities is the function of the States. Now, therefore, if anything which was once a development, like a department of Geology, shall we say, becomes a part of the ordinary expenditure of the State after the expiry of the plan period, then the only answer to the question—who should find the money?—is "the State."

There is no reason why, under the Constitution, any one else should find the money, though this does not mean that the State, as I have explained, should not be enabled to find the money. This is the constitutional position; and, therefore, although we may hope to exist beyond the plan period, we do not know, so far as the University Grants Commission is concerned, what funds would be placed at our disposal. Apart from this business consideration, there is the fundamental constitutional position which provides an answer to the question raised so relevantly, I should say, because it represents a common difficulty of all the universities, by Mrs. Hansa Mehta. However this does not touch the reluctance, apparant or otherwise, of a particular State Government not even to face its special responsibility in higher education. This may be regarded as a special case demanding an exclusive answer. I do not know if there is anyone on behalf of the Bombay Government here who would care to give an answer.

Regarding the point raised by Mrs. Hansa Mehta, it is true that the cost per seat in a hostel building would vary in different places, *e.g.* from about Rs. 1,500 in Nagpur to perhaps Rs. 4,000 in Baroda. The University Grants Commission is bound to take note of these differences for they may well arise from the choice of different floor areas, the specifications given being between 80 to 100 sq. ft. per seat with a common floor space of 220-260 sq. ft. Now, if the cost is excessive this may well be due to your having chosen the maximum rather than the minimum areas. Spaciousness in construction may have been justified earlier, but in the present financial stringency the floor areas should be more conservative. Then where space is available—I do not say it is available in all universities—we need not think in terms of steel and cement. For example, the Christian College at Tambaram have constructed five horizontal buildings because they are in the happy possession of about 400 acres of land. Anyhow, the construction costs cannot be rigid and it is possible that some universities have to undertake greater financial responsibility. Nevertheless, one cannot discriminate too much in the fixing of interest rates. I suggest that when a university finds itself in difficulty, it should approach the State Government concerned rather than the University Grants Commission. I have quoted entries 63 and 66 of the First List in the Seventh Schedule of the Constitution according to which the Central Government and the University Grants Commission are concerned with the coordination and determination of standards in the universities. As such, the Commission is not constitutionally bound to look after the post-graduate and research departments only. Indeed, if we receive Rs. 30 crores almost promised by Dr. Ghosh, then there is nothing in law to stop the University Grants Commission from giving grants to the affiliated colleges also. There is the definition of a university in clause 2 (f) of the Act by which, in consultation with the university concerned, we may regard any affiliated college or a department as part of the university.

Finally, in reply to Dr. Ghosh, I say that if we had the finance, I should rather spend it for improving Secondary education to reduce the numbers for whose maintenance larger sums would be necessary if they went to the universities.

A. L. Mudaliar : We are very happy for the way both Dr. Ghosh and Mr. Deshmukh have spoken and given us some courage. We feel now that probably we may, Micawber-like, look for certain grants to come from either of these sources.

Though university finance presents many peculiar problems, I should say that so far most of the State Governments have been very receptive, particularly my own State Government who have set aside Rs. 10 lakhs in the current budget for matching grants to the university and further increased grants as a centenary gift; still problems do present themselves. For instance, suddenly the State Government, quite rightly, found it necessary to increase the emoluments of some of their employees and, consequently, the University had to follow suit. I have to do this to avoid the fate of my friend, Dr. V. S. Jha ! Without even waiting for any commitments, I put the proposals before the Syndicate and got them sanctioned, only deferring the date of payment by a couple of months. Such things do put an additional burden on the university finances and, for the time being, we were then not in a position to approach the State Government as they had recently increased the block grant. But in the coming years this would be absolutely necessary. I have always acted in the hope that the Second Five-Year Plan is not to be an end in itself and that the pressure of events would make all authorities—the State and Central Governments and the University Grants Commission—continue the present policy. So far as the State of Bombay is concerned, I do not know the particular circumstances, though probably the sudden development of seven universities might have created a burden which the current State finances are unable to meet. This increase in the number of universities is an issue which we, as Vice-Chancellors, should consider with equanimity. It is to be remembered that with all the encouragement from the Planning Commission and support from the University Grants Commission, it may not be possible for the present grants, or even a bigger amounts, to be sufficient for the development of the existing universities and for the very large and necessarily greater demands of the new ones. In so far as my University area is concerned, we have tried to solve this problem by creating certain centres for post-graduate education, and research so that not all the paraphernalia of a university would be required and yet the students would not feel the need for coming over to a central place like Madras. In this way, we have established four centres which we hope to develop with the help of the University Grants Commission.

Regarding hostels, I infer Mrs. Mehta's point was that hostels in certain parts of the country attract students able to pay more for such accommodation than elsewhere. Consequently, in regions where smaller rents are realised it may be desirable to have some discrimination regarding the periods of recovery of building loans. Whereas in a city like Bombay or Madras recovery may be possible within 25 years, I suspect that in Baroda or Annamalai this may require a longer period and, may be, 35 years would be quite justifiable. I venture to think that this would imply no discrimination between the universities as such.

In this connection, another suggestion has been made by the Prime Minister that poorer students be provided with dormatories and study rooms. This point should be further explored. I whole-heartedly commend the suggestion of Sir C. P. for encouraging the poorer students.

I may add that finance cannot be stationary. With increasing costs at every level, we find continually greater demands, as Mrs. Mehta has stated, for the payment of travelling allowances for publications and for the persons who help us in all our endeavours. Increase in fees creates problems for all the universities, and we have gone to the extent that if there is to be any rise at all, it would only affect the new entrants. Even then we have to be careful and take all the managements into considerations.

In relation to numbers, I think Dr. Ghosh will be glad to hear that, consequent upon the large number of polytechnics which have been started in the State of Madras, we find fewer students have joined the three-year degree course than was anticipated. Indeed, the principals are now saying that their colleges are not full, even the best of them. I myself consider this to be a very good sign of the times although this would mean a little more grant to the colleges to maintain the smaller number of students. The Central Govenment have suggested that they would only come to the aid of the colleges who restrict their numbers to a maximum of 800. We have also a scheme of in-service training so that even after employment the educational level of the employees may be improved and also better their service prospects. As such, the whole question of finance needs to be reviewed periodically. I do not know when the appointed Finance Commission will consider the question of education. Certainly, I was hoping that the University authorities would be asked to present their views, but so far nothing of the sort has happened. The matter seems to rest between the Commission and the State and Central Governments. Nevertheless, I still hope that the next Finance Commission will take the universities also into consideration.

V

UNIVERSITY BODIES

University Bodies

A. L. Mudaliar: The experiment we started in 1929, and which is still going on, has been, if I may be permitted to say so, a success because at a Syndicate away from the glare of publicity people can argue and, perhaps, decide in a reasonable manner as to what should be the constitution of a Board of Studies. It is now invariably the rule that a Board of Studies is constituted by the Syndicate. We all realise that the Board has important functions, but each is rather dominated by the impression that the particular subject committed to their care is, indeed, the most important one! Consequently, there is need for compromise which is effected by referring the reports of the Boards to the Faculty concerned. The Faculty is composed practically of the members of the Academic Council representing the different disciplines, and it is left to the discretion of the Vice-Chancellor to co-opt two or three members where he feels the need. Sometimes the chairman of a Board of Studies in a particular subject may not be a member of the Faculty concerned, then the Vice-Chancellor is authorised to co-opt the chairman of the Board of Studies concerned on to the Faculty so that he may explain the viewpoint of the Board to the Faculty.

The next gradation to sieve all the recommendations of the Boards of Studies is the Faculty which has to see that no particular Board monopolises a disproportionate share of the students' available time and that due importance is given to the different subjects. In reorganising the three-year degree course in the University of Madras, the greatest difficulty was experienced in the language sector. For example, if English was to be given eight hours a week, then every language was expected to receive an equal, if not more, time. Fortunately, a certain amount of fair distribution was possible owing to the cooperation of some of the senior teachers who were able to reach an agreement without unduly disturbing the idea that the regional language is as important as any other subject. On the Faculty are generally members of the Academic Council pertaining to the particular discipline. There are several Faculties and they largely contribute towards a rationalisation of the recommendations of the Boards of Studies of particular subjects.

Then we come to the Academic Council whose size varies considerably in different places. I am not worried about numbers except to the extent that, as stated by Mrs. Mehta, the travelling allowance becomes a little of a liability to the university. However, there is a great advantage in having a properly constituted Academic Council. All principals of affiliated colleges (I am now referring to the affiliating universities and I shall come later to the unitary ones), professors and readers of university departments are *ex officio* members. I consider it is right that holders of responsible academic positions should not seek election, as far as possible. In addition, we also have the provision that two members of the teaching staff should be on the Academic Council. Here certain difficulties have arisen. There is competition for these two places and not unnaturally, demonstrators, tutors and lower grade lecturers try to organise themselves into a group and put up their own candidates from the colleges. In this way, sometimes both seats are captured by them. However, in a large majority of cases, by suitable intervention in a very un-official manner, it has been possible to establish conventions even in some of the difficult colleges, so that whilst one seat may be given to the junior members of the staff, who

should necessarily be trained in the atmosphere in which the Academic Council works, at least one seat would be available for the senior members. These seats are then allotted to the Faculties. There is one other provision by which the Senate may elect five members to the Academic Council from amongst the non-teaching elements. In this way, we are able to get some retired educationists and others not connected with education but otherwise taking an active interest in it.

By and large, the Academic Council is guided by the Boards of Studies and the Faculties; but on larger issues such as the institution of the three-year degree and the pre-university courses, whether there should be Honours or Master's degree courses, or the sort of research degrees to be instituted, the Academic Council should give the primary advice before presentation to the Senate, the supreme governing body. If, as I venture to hope, the Academic Council is largely composed of *ex-officio* members, then the small amount of electioneering involved in the colleges, whilst not altogether free from certain undesirable tendencies sometimes, cannot be totally avoided; and we have found that a safe election stampede may, possibly, be allowed without undue detriment to the constitution and the functioning of these university bodies.

Now I consider the Senate. It is here and nowhere else that the legislature and the general public are both interested. As was very aptly stated, the university cannot possibly function in a vacuum; and we know definitely that today all the universities have to be much more responsive to public opinion and sentiment than even politically constituted bodies. We have no whip in the university (I hope we shall never have one) and, as such, we should only resort to persuasive arguments to convince the particular body concerned of what we consider to be the best method of discharging the functions of the university. In the older Senate, as you are doubtless aware, prior to the Curzonian Act and before the remodelling of most of the universities on the recommendations of the Calcutta University Commission (recommendations which have been practically accepted everywhere but in Calcutta!), there was an admixture of two elements of which I should emphasise a due minimum is desirable. We have, for instance, in the Senate and also in other places, representatives of the legislature; so far, at any rate, there has not been any great violence on account of this comingling, because I fancy these representatives are a little lost in the progressively increasing academic element of the Senate. Indeed, we have had in the past communist and socialist members and from other political parties too, as in the legislature the principle of proportional representation take account of the strength of the respective parties. Then, as in most other university bodies, the registered graduates have a share which brings in the educated public opinion to play its part in the deliberation of the university. Indeed, in many university bodies, it is the registered graduates 'representatives who take a large interest in educational problems, and that quite naturally, for they are the alumni of the university.

It seems to me, therefore, that if we keep these fundamental factors into consideration, avoiding elections as far as possible, or at least limiting them to the minimum necessary, and also to a minimum of what may be called, in rough and ready manner, the non-academic element, then perhaps, it would be as well to suggest that these are the principles which must guide us rather than any minute details of what any university body should be composed of.

The Senate is the supreme governing body, but how does it function? One of the great advantages of things going before the Senate is the wider publicity for all proposals which are put forward academically. At the same time, the Academic Council, and not the Senate is responsible for working out these academic proposals. However, the Academic Council frames regulations which have to be placed at the next meeting of the Senate and can only be rejected by a two-thirds majority. We know the amount of academic element represented on the Senate, and if academic propositions are sound, I have never found in my 34 years of working on these bodies, a single occasion when the Senate found it possible to reject them. On the other hand, if the recommendations are not well thought out, there may be a good deal of discussion, and matters may be referred back to the Academic Council for further consideration; but I have never found the Senate rejecting the proposals straightaway.

The Syndicate is the pivotal force in the university. This executive authority has, or may have, patronage; it all depends upon its functioning. The chief directions in which patronage may be exercised by the Syndicate are: (1) in the appointment of university teachers; (2) in the recognition of teachers of the affiliated colleges; (3) in the appointment of examiners; and (4) in the final approval of examination results. Now in all this patronage can be minimised, and I speak without reference to any particular Syndicate, and my own experience has been for many years the happiest possible. Indeed, I should not have continued, nor shall I continue, as Vice-Chancellor, if my experience had not been so cordial, though this has been rendered possible by certain steps wisely taken by my predecessors and which I supported strongly. For instance, take the appointment of university teachers. We never make an appointment without duly advertising the post. After advertisement, and when the applications have been received, selection is made by a properly constituted appointing authority with the Vice-Chancellor as its *ex-officio* chairman. The chairman of the Board of Studies concerned and four other subject experts chosen by the Syndicate are members of the appointing authority. These experts are chosen on an all-India basis and, indeed, I can show you from the available records right up to the present time that we have always tried, particularly for the higher posts, to have the experts from other universities. Some of my friends who have helped us with this particularly difficult advice and are present here, will bear me out that the appointing authority is a fully responsible body. The Vice-Chancellor merely presides over the Committee, permitting the members to assess the candidates and, wherever necessary, discusses the whole matter to arrive at some agreed decision, as far as possible. I am glad to say that in actual working we have about 90% agreed conclusions. When differences arise, candidates may be bracketed with the proviso that any of them may be chosen. Alternatively, an order of priority may be indicated so that if the candidate placed first does not accept the offer, the post is automatically offered to the next person. Lastly, the appointing authority can, by taking into consideration the previous experience and emoluments of the candidate, suggest a higher starting salary within the grade. In such a situation, the Vice-Chancellor has to report the reasons for recommending the higher start to the Syndicate, who are not bound to accept the suggestion. Nevertheless, the Syndicate cannot go behind the choice of the expert body and offer the post to someone else. In some extraordinary case, the Syndicate may refer the matter to another expert body, but they must ultimately be bound by the decisions of the body. On occasion, the Syndicate not accepting the enhanced salary

for some reason may ask the Vice-Chancellor to negotiate with the candidate for accepting the salary suggested by the Syndicate. The Vice-Chancellor, knowing all aspects of the case, naturally puts in his weight, particularly if he too is convinced in favour of the expert committee's recommendations, but he is not the final authority, which is always the Syndicate. I believe that if this last aspect of the selection of teachers is borne in mind, there should be little trouble and sound conventions would thereby be established.

In regard to the affiliated colleges, the Syndicate has laid down the grades and qualifications for their different posts. These have all been printed, and the managements are bound to see that suitable persons are appointed, though the Syndicate does not particularly interfere with their discretion for obvious reasons. When a suitable candidate is not available, the management has to report the matter and conditional recognition may be given on a temporary basis. Nevertheless, in important subjects, the colleges are advised not to start work prematurely without proper personnel, for we consider that well-established qualifications should also be followed by the affiliated colleges. We have also gone to the extent of deciding the pay scales for the teachers of affiliated colleges through a series of negotiations with the managements. Fortunately, during the last six or seven years they have been agreeing to improve their pay scales. A provident fund scheme should be a feature of all these colleges. Lastly, the Syndicate insists upon recognition being given for a particular department to a college only if it fulfils the conditions in regard to accommodation, the numbers fixed for admission, the courses and, particularly for the science subjects, the numbers to be taught in a batch. For instance, we have decided that not more than 80 students can be taken in a batch in a pre-university course, and that the number of batches should not exceed six. For science undergraduates, we have fixed the maximum size of the batch at 48 and no duplication is allowed as the laboratory should be continually available to the students, especially the seniors. Our laboratories are kept open uptil late in the evening to encourage students to work.

Great difficulties arise in the selection of question-paper setters. Let me be frank, and I hope you will not misunderstand me. Whatever the care taken in the appointment of question-paper setters from within the university, there is always a feeling in some student, that, as the setter is from a particular college, the students there are likely to benefit. This is unfortunate, though I do not for a moment suggest that the question-paper setters are not extremely careful about the confidential nature of their work. Besides, internal question paper setting brings about a certain amount of inbreeding of the standards to be adopted. Consequently, after many painful experiences, my predecessors came to the conclusion that it was best to have question-paper setters appointed from outside the university area altogether. We still do this, even in regard to our own regional language. We have limited the evaluation work to our own teachers. But, till some years ago, it was merely a case of putting up some names and very long discussions in the Syndicates leading to the development of an unhealthy practice. Accordingly, this matter was considered at great length when one of our mathematicians who then happened to be the Vice-Chancellor, evolved an efficient principle which requires the Boards of Studies to recommend suitable persons from the colleges to be the chief, additional and assistant examiners. The people are then classified according to age, years of service and previous experience in examination work. On this basis, selection becomes easy, for the Syndicate does not grade them, but a competent body. As a working rule, an examiner is appointed for a

period of three years, i.e. for six examinations. and then there must be an interval of two years before the person can be reappointed. This is all done automatically, and I can assure you that the Syndicate no longer has any patronage in awarding examinerships. We have a number of endowment lectureships and for these also we have special committees of experts on whose advice the lecturers are selected.

These are some of the directions in which the Syndicate may sometimes create either trouble for the Vice-Chancellor or an impression outside not altogether congenial for the university. In such matters, therefore, and perhaps in others too, it may be necessary for us to see how far our own functions, although limited by the Act, may also be restricted by appropriate usage. I say this because, as stressed earlier, the pivotal force is the Syndicate on whose integrity depends the reputation of the university.

During the last ten years we have established about 50 colleges financed by private managements who provide five lakhs of rupees for buildings and an equal sum for equipment as compulsory endowment for each college before it can be recognised permanently. If in a poor state like Madras, and I do not apoolgise for calling it a poor State, this has been possible, I do not see why in other States a similar convention could not be developed for starting colleges on such a basis only. To maintain there is rush for admissions and, as such, the numbers be increased indiscriminately, is not to recognise the academic standards that ought to be the right of every student. What for does a student pay his fees? What does he stand for? Why does he spend his time at a college? Above all, why is his family allowed to incur so much expenditure if a minimum standard is not available to the student to derive the full benefit from his course? I do not deny that brilliant students will get on anywhere, but with large numbers, it must be ensured that each receives the necessary amount of academic attention.

I now consider the unitary university. Here, the difficulties are greater because there is not the same variety of talent to draw upon as in a large affiliating university. The head of the department may be an exceedingly capable person, but, by himself, he cannot be entrusted with all the responsibilities of an academic body. Accordingly, in the unitary university, there is need to draw upon the talent of neighbouring universities to the extent necessary, whether it be for the constitution of the Boards of Studies or the Academic Council. The proportion of the outside and the local elements to be included, is a matter for each unitary university to consider. Nevertheless I certainly think that in any such university the outside talent should never be less than 50 per cent.

The Syndicate of the unitary university has also presented several difficulties. In fact, where university teachers are on the executive, theoretically it may seem a very good feature and, quite possibly, this system has worked well in many universities in other countries. Still, I say this is so because of the conventions handed down; and, even in those places, I know from my recent experiences, that there has been difficulty sometimes owing to the dominant role played by the staff in the executive affairs of the university. Now in our country, and I have no particular institution in mind, the difficulties are even greater. My university faced them in the past, and in 1929, when the University Act was amended, it was stipulated that "no employee of the university" could become a member of the Syndicate. So in Madras University, the teaching staff is not on the Syndicate, but, being an affiliating university, we are able to get equally

rich talent from the associated colleges to help us in the executive. This may not be possible in a unitary university, and my suggestion would be based on my experience in the Indian Institute of Science. The Faculties are there and the senior member becomes the Dean and, as such comes into the Council of the Institute without any election. I am only throwing out this suggestion from my experience during the last three years after this system was introduced. It is necessary that the teachers' point of view should be made available to the Syndicate of any university, but it should also be possible to avoid the electioneering mania that siezes both the staff and the students. In some of the colleges unions exist, and I can tell you that, sometimes, these unions are the biggest headache of the Vice-Chancellor. In one of our colleges, on an occasion, electioneering steps were taken which could give many a lesson to our political figures! Pencils were specially made in the name of the candidate and distributed to all the electors; posters were there and amplifiers; songs were composed and the whole atmosphere of the colleges, as soon as it was closed, was one of extreme convulsive demonstrations. As an alternative to these elections, I suggest that seniority be the rule, and the Deans be allowed to come to the Syndicate for a limited period only. At the Indian Institute of Science, the period is one year, but I do not suggest any definite length of time. In any case, all senior teachers should have the experience of how the Syndicate functions. This may, perhaps, be one of the ways of avoiding elections, group politics and the contagious nature of hostile camps being set up within the university. I say contagious because the most common reasons for camps among students is their anxiety to imitate their teachers.

I feel that it may be necessary to combine what may be called nomination with a certain amount of elections, if possible. This has to be worked out; but, if we can think of new unitary universities being started on these lines, perhaps one of the difficulties of electioneering playing such a large part may be abolished.

There are many other bodies in a university which are not always on a statutory basis. In some universities there is a Finance Committee; and, as was decided yesterday, there may be a Building Committee, and still others, may be a Students' Information Bureau and an Advisory Committee for student Activities. Finally, there is the Hostels Committee for the welfare of the residents.

Coming to hostels, I may be permitted to give my experience. We have come to the conclusion that no hostel should accommodate more than 50 students, and that the hostels should be dispensed in the grounds of the college. Fortunately for us, the college must have 40 to 50 acres of grounds as a condition for recognition and, therefore, it is possible to disperse the hostels. I am mentioning this with the full knowledge of my experience of the universities which have constructed huge residential blocks, not perhaps as big as what you see in Delhi but still large enough to accommodate several hundred students. The result is that anyone wishing to create some excitement has only to come an evening, clap his hands thrice and, like crows crowding in when there is a little noise, the students leave their studies and come to a meeting with consequent unfortunate trends. For academic studies, smaller units of hostel life are better than huge blocks. I also feel that it is preferable, though theoretically it may not be so, to try and ensure that students of different age groups are not wholly intermixed. For instance, professional college student.

and I know what this means being a professional college man myself, are a little older, more mature and sometimes try to dominate the younger students. Thus, whilst I should like a little admixture of all faculties, care should be taken to see that, in case it is necessary, professional college students have a separate hostel life in their later period of education.

Lastly, the more we concentrate upon giving amenities to students for a healthy outdoor life, the greater would be the response from the students. That, of course, will be taken up later when we come to another subject. I should like to conclude by saying that I have given without any reservation what I consider may be some ways in which university bodies could function usefully. I have no doubt that many other views may also be prevalent amongst my audience and I shall be grateful for these and shall try to benefit from them as well.

A Member: Did I understand you to say that in Madras University you have limited B.Sc. admissions in each subject to 48?

A. L. Mudaliar: Yes.

A Member: But how do you meet the challenge of the growing demand for admissions to the B.Sc. classes. We have that problem in a very acute form. We have had to admit about 420 to the first year of the three-year B.Sc. class, of course in sections of not more than 80.

A. L. Mudaliar: The total number to be admitted to the B.Sc./B.A. class would depend upon the number of subjects available, but in each of those subjects we have limited the number—48 in each of the Science subjects, 80 to 100 in the Humanities. So, whilst the total number in B.A./B.Sc. may be 480 to 500, in each of the science subjects it is 48. The problem has been solved by expanding the number of colleges and taking them out to the rural areas. There is a great demand that colleges should be located in Madras city. At first, we did not know how to meet this demand and we also found by experience that if the trend continued, Madras would become a slum area so far as students are concerned. So we stipulated that we should be prepared to help a management establish a college within Madras city provided they obtained 40 to 50 acres of land anywhere within the municipal limits. The result was that colleges went outside the municipal limits and they are now located in very healthy surroundings. The pressure for admissions should not mean necessarily opening wide the doors of the existing colleges. Other remedies must be found and they have been found by private managements.

A. A. A. Fyzee: I should like to draw your attention to the various sports bodies which have been formed all over India, and which have now assumed increased importance due to the State Sports Councils constituted by the Ministry of Education and Scientific Research. I do not wish to say much about this though it will be agreed that sports are assuming greater importance in our national life. In this connection a few problems arise, and I merely indicate them hoping that others would contribute to the discussion. Firstly, how far should a teacher be appointed in a university one of whose qualifications is that he is a good sportsman? Secondly, what should be a proper system of audit for the large funds disbursed by these sports bodies? Thirdly, what should be the relationship between the university sports body and the State Sports Council?

A second kind of bodies more likely to arise in the future are those associated with military training and scouting. In all universities, there is a feeling that greater amount of military training be given to the students; but what should be the relationship between the army authorities and the university? What should be the arrangements for funds? The Government of India have introduced the Wild Life Week all over the country, and I think it would be good to introduce Nature Study Clubs. Finally, there are the unions and their political activity. Various funds are disbursed without any proper administrative arrangements. We, therefore, need to have some system and a clear indication of the relationships amongst the Centre, the university authorities and these bodies.

V. K. N. Menon : I propose to confine my remarks to two problems regarding university bodies. One refers to the position of the external members in the university bodies and the other to elections. On the first issue, I differ from Dr. Mudaliar because of a somewhat different conception of a university, which, to me, is a professional body of students and teachers charged with the duty of transmission and promotion of knowledge, and the building up of an efficient body of professional men and citizens. As such, it seems to me that the highest executive body of the university, *i.e.* the Syndicate, should consist of teachers rather than non-teachers. In this matter I disagree with Dr. Mudaliar, though, perhaps, it may be necessary to limit the subjects on which teachers could give a final decision.

This problem goes back to what constitutes university autonomy which has not been discussed adequately. Historically, in Europe, it has been interpreted to mean the autonomy of teaching, so that the State should not prescribe either the content or the personnel of teaching. This I regard to be fundamentally true. And, in India, a consideration of university autonomy should necessarily be in the context of our situation today. As such, I should like to see the highest university bodies composed mainly of teachers, not that I object to non-teachers, and despite the recommendations of the Radhakrishnan Commission.

In the American universities, there is a Board of Trustees who are not all teachers. The Board is concerned largely with financial arrangements and so the example is not entirely parallel with our Syndicate which deals with both academic and executive matters. So at least, the academic issues must be in the hands of teachers.

As I remarked earlier, the Vice-Chancellor should also be a professional academician with a long term appointment, as is the case with many foreign universities. The Vice-Chancellor may be appointed at the pleasure of any particular body of persons or for the period up to a retiring age, but this should be subject to the first two provisos.

A. L. Mudaliar : May I just say that I never meant that teachers should not be in the Syndicate? As a matter of fact, in the Madras Syndicate, out of the 19 members 14 are teachers. The Vice-Chancellor and the Director of Education are *ex-officio* members. Besides teachers, there are also principals of the affiliated colleges.

V. K. N. Menon : I stand corrected to that extent. But you have also said, I think, that professors and deans of the university are not allowed to be members of the Syndicate. The affiliated colleges can send their representatives but not the university teachers.

A. L. Mudaliar : That is the Madras University Act as it exists today. I did not express any opinion that university teachers should not be in the Syndicate. So far as the unitary university is concerned, I felt that the deans should be, by rotation according to seniority to avoid unnecessary elections and straining relations.

V. K. N. Menon : I mean that the present position in Madras University not allowing university teachers to be on the Syndicate is not a satisfactory one. I did not infer that you approved of the arrangement.

As regards the Senate, which is in a way a higher body, I believe that even the half and half representation of teachers and non-teachers recommended by the Radhakrishnan Commission is excessively in favour of the non-teachers. I can understand a good place being given in the Senate to those non-teachers who are interested in the university due to local or some other connections. But to say that even in the Senate the teachers should not be in a majority is not desirable. We all know the dangers in our universities; but I think it would be better to examine those problems for each university separately, rather than to have a general provision based against the teachers.

I entirely agree with Dr. Mudaliar regarding the position of non-teachers in other university bodies. There are universities, Madras included, where even a Faculty has non-teachers as members.

A. L. Mudaliar : About five persons out of over 200, so mathematically, it becomes a negligible quantity.

V. K. N. Menon : In some other universities there is a larger proportion of non-teachers in the Faculties. You may have non-teachers in the Senate or the Syndicate, but why in the Faculties ?

On the second main problem, I agree with Dr. Mudaliar and Mr. Deshmukh that there are too many elections to the university bodies. The solution seems to be in distinguishing between different posts and bodies, and, in each case, if necessary, using a combination of different methods. In the case of the Deans, for example, I should not prefer elections, though this practice is adopted in some universities. Besides, there is a bar against the re-election of the Deans in some cases. To my mind, other administrative posts also should not be subject to elections. In the case of the Vice-Chancellor, election is being somewhat restricted, at least in a few cases. In the composition of a body containing a number of members, I think there is a case in favour of rotation, co-option, nomination or a combination of all of them. In the U.K., in recent years there has been a tendency to favour rotation as a safeguard against the abuses of elections. Rotation has its place all right, though I consider it unsatisfactory to follow this method for a large number of posts irrespective of their character or responsibilities. Indeed, I am suggesting that in each university and for each post, a careful examination of its requirements is necessary.

Dr. Mudaliar also referred to the Finance Committee and the Selection Committee. I think both these bodies are extremely important. I know of universities where the Finance Committees are elected completely by the Senate. I think this is totally wrong. The Finance Committee should consist of responsible persons who should not depend on votes for their positions and who do not derive any advantage from it. I know of one university

where if a person is elected to the Finance Committee, then his department gets a liberal share in the next year's budget. I think the Finance Committee should consist of *ex-officio* members only.

The Selection Committee should be a statutory body and not be capable of being changed for any particular appointment. All universities do not have this body and in some the power of selection has been given to the Public Service Commission.

A Member : Do you know of any such universities ?

V. K. N. Menon : Both the universities of Patna and Bihar. This may have been the result of certain causes in the past, but I think the remedy is worse than the disease. The result is that, among other things, the Vice-Chancellor, who in other universities is the chairman of every selection committee, does not know who is coming in on a post. And it is difficult for the Vice-Chancellor to brief every teacher representative on the Commission (this arrangement is certainly there) as to the kind of persons desired. Everything cannot be put in an advertisement. The Vice-Chancellor may establish some kind of personal relations with the Commission, but this will not be sufficient invariably. The only safeguard against such developments is to have an absolutely foolproof selection Committee of the highest calibre in every university. The Madras system seems to be an excellent idea.

I should like to say something about the powers of the university bodies. There are universities in India where teachers are appointed by the Senate or even the budget is passed by that body. I do not thing these are satisfactory arrangements. In one university, the budget is passed by the Syndicate and then, according to an excellent provision, the budget is transmitted to the Senate. The latter may make any recommendations if it desires, but these are only recommendations and not mandatory on the executive.

There are many matters concerning the organisation of university offices to which we could pay very useful attention. For example, the offices have got increasing dealing with the public, the governments, the University Grants Commission, the Inter-University Board and other such agencies. The difficulties which are being experienced by the other parties in dealing with the universities prove that we have to pay more attention to the way business is conducted by them, to the recruitment of the staff and the line of authority from the Vice-Chancellor to the Registrar and other subordinate officers, and the division of work amongst them. Then, there is need for an information and enquiry office in every university. As far as I know, all universities do not have such an office. There is also the need to recruit the clerical staff properly; their inadequate qualifications are a cause of delay in the work of university offices. Next, in some universities, there is no Treasurer which puts a great work-load upon the Vice-Chancellor. In some others there is a Treasurer, though without an adequate office; whilst yet in others he is an independent authority with a big office of his own, which causes delay and also a certain amount of conflict with other authorities.

I conclude by throwing out two suggestions. One is that though in the past we have had a number of university commissions, a case study of a particular university should be extremely valuable in throwing a great deal of light upon the problems of all universities. Actually, if in each university

the Vice-Chancellor were to appoint a small committee to go into the history of the university and examine the problems which had arisen in the past and those now arising from the powers and the constitution of the various bodies, I think this should be very valuable not only for the university concerned but for others as well. I suggest that it would be appropriate to appoint a sociologist, a teacher of history, politics or economics and the Registrar on this committee. The second suggestion of mine refers to the need of having a journal for the discussion of the problems of University Administration and Organisation in India. This was proposed to the Inter-University Board some years ago, but, unfortunately, the idea was then not found practicable. I hope that, as a result of the deliberations of this conference, either the Ministry of Education and Scientific Research, the Inter-University Board or the University Grants Commission would now assist the foundation of such a journal. Such journals exist in other countries and I consider it a great pity that we do not have one as yet.

N. S. Pillai : One of the important questions posed by Dr. Mudaliar and Mr. Menon is in regard to the composition of the main university bodies —the Senate, the Syndicate and the Academic Council. Mr. Menon pointed out that in view of his particular aim of the university, it was illogical and undesirable that the teachers should not predominate in the Syndicate the chief executive body of the university. Indeed, he would go to the extent of completely eliminating the non-academic element from the Syndicate. I should like to examine this principle. Now, what is the aim of the university ? There was a time when perhaps universities functioned in cloistered seclusion and did not really mirror the life of the society in which they functioned. Is this our purpose now ? Indeed, in view of the functions the university is expected to discharge and the source from which it is to be financed, can any university carry on in that earlier manner ? Today the University has more comprehensive responsibility in that it has to nurture and train the leaders of society, the architects of the future. Now, should the Syndicate control this function ? I am traditional enough to respect the teachers, but I still maintain that they should not have exclusive control in all spheres of university life. Certainly, in matters pertaining to University Administration and the creation of university ideals it is desirable, perhaps even necessary, that the teachers should have a predominant voice. But we should draw the line somewhere. In Madras, the experience of the functioning of the university till 1929 indicated that it was not beneficial for the proper discharge of the functions of the university to have the university teachers in the Syndicate. Accordingly, the teaching element was represented by the principals of the colleges—I am here referring to affiliating universities. But in a unitary university there must obviously the university teachers in the Syndicate. Even then, they must not have a dominating voice, and opportunity should be provided for the inclusion of elements outside the university. A university, even though it is spatially confined, is, in fact, not so delimited in its operation and, as such, the representation in the Syndicate should be comprehensive enough to cover the State or even the whole of India, as the case may be, in regard to those good national elements which may assist in providing the university with a wider perspective of life and purpose.

In matters of finance, Mr. Menon is anxious to curtail the powers of the Syndicate and provide the necessary authority through *ex-officio* arrangements. If, in this way, non-academicians are likely to have ultimate control of finance, then it would be better that both academic and non-academic elements be represented in the Syndicate.

With regard to the Academic Council, the position is rather difficult. There are some who maintain that to avoid duplication of institutions, this should be done away with. Nonetheless, the Radhakrishnan Commission proposed after due consideration that there should be an Academic Council. I agree with the recommendation, though the case for it would not have the same urgency in a unitary university as in an affiliating one. A small number of non-academicians may be included in the Academic Council. I suppose the predominant voice should be given to the Academic Council. In particular, a proposal put forward by the Council should not be thrown out by the Syndicate except by a two-thirds majority, and in case of differences the matter should be referred back to the Council. In this matter. I regard the university as a body consisting of teachers exclusively; still it is not exactly like a trade union.

The position of the Senate is quite different. It is true that the Radhakrishnan Commission have indicated that the academic and non-academic elements should be equally represented in the Senate, still I am aware they have not indicated any particular preference. I am not suggesting that the non-academic element should dominate but even so, this should not be the case with the academic element of the unitary university. Indeed, the Senate, as the supreme governing body of the university, must have a varied representation of interests of which the academic element of the university is only one. There is need for greater integration so that professional and industrial interests may also find a voice. The universities must be integrated with our national life. In effect, I may suggest that one-third of the representation should be from the university, another one-third from the academic elements outside and the remainder from other non-academic interests.

T. M. Advani : In Bombay University the constitution and the powers of the Senate are similar to those of Madras University. There is an admixture of representatives from different interests, a few from the legislature and registered graduates; but we also have teachers.

For all practical purposes, the constitution and the powers of the Syndicate of Bombay University is the same as that of Madras. But there are differences in the Academic Council. Under the Act of 1953, all principals are *ex-officio* members of both the Senate and the Academic Council. The heads of departments are also members of the Academic Council. But I consider that the Madras system of having two representatives from each college on the Academic Council is a bit too much. I think every college need not necessarily be represented and it would be better if the chairmen of the Boards of Studies are all made *ex-officio* members of the Academic Council. Every college is represented on the Boards. Perhaps, the Madras system has one favourable point as it provides for five non-teachers on the Academic Council representing the Senate. Bombay had a similar system under the old Act, but this has now been discontinued.

Coming to the Boards of Studies, I do not quite like the idea of the Syndicate constituting them. The Boards are constituted of experts, and it is true that each Board tries to pull things in its own way. But I consider the Bombay system of constituting the Boards better. From every college, the head of the department of each subject is on the relevant Board. These heads of departments form the Boards, but they have the power of co-opting a few other members. I do not like this latter provision. Of course, the present system, with 20 Arts colleges, becomes a little unweildly, though the experts are there and their chairman plays a very important part as he represents the Board on the Academic Council.

I am a teacher but I am rather inclined to agree with Mr. Menon that the academic element should not dominate the Syndicate. They may have some additional weightage, though we should remember that, like doctors, academicians are also inclined to differ. In such a situation, a layman with a large experience of life may, perhaps, set the balance right. In Bombay three principals are elected from their own constituency and others may still come in through the Academic Council; but the dominating voice is of the non-academicians. For instance, in contrast to the 14 out of 19 members of the Madras Syndicate who are academicians, Bombay has only eight, or nine if you include the Director of Education. So far as appointments are concerned, we follow the Madras system. Two persons are nominated by the Academic Council, and two more by the Syndicate, but they must be outsiders unconnected with the university. I am not here talking about the affiliated colleges, where our system is the same as that in Madras.

So far as the appointment of University teaching personnel is concerned, we have a selection committee consisting of the Vice-Chancellor, the Rector, the head of the department concerned, and four outsiders who have the dominating voice. In the appointment of examiners, I do not like the Madras system in which all the paper setters are from outside. I may concede that half the paper setters be external, even a majority, but I feel every university has its standards of integrity and, as such, it should be possible to trust its own teaching staff. Under the new Act, we have a committee consisting of two members of the Academic Council, two from the Syndicate, the Vice-Chancellor, the Rector, the head of the department, the chairman of the Board and the Dean of the Faculty concerned. I think, this is a very satisfactory system on the whole, and certainly much better than the erstwhile procedure under the old Act when the Academic Council consisting of 30 or 40 persons appointed all the examiners. Of course, even now, the final authority in the matters rests with the Syndicate.

B. N. Jha : I should like to say something about the composition of the Syndicate. It seems to me that the ratio of teachers and non-teachers is of little consequence, for whenever there is a politician in either category, difficulties are invariably created. In Uttar Pradesh, we had till some time back the same type of Syndicate composition as prevails in Madras today. But there was so much of teacher politics that it was ruled in the amended Acts that not more than 50 per cent of the members of the Syndicate and the Senate shall be teachers. But what is the guarantee, that, when the non-teacher element is introduced, there shall be no politicians amongst it? Indeed, it is the persons who matter.

Next, a word about the method by which teachers become members of various university bodies. Previously, in all the universities of Uttar Pradesh election was the only method, but under the amended Acts this has been replaced by the principle of rotation according to departmental seniority. However, even this has some disadvantages in actual functioning. I know of a rather unusual case where a lecturer was successively promoted as reader and professor just prior to his turn from the constituencies of lecturers, and readers respectively! In this way, a person who was considered efficient for quick promotion could not serve on the Syndicate. I do not know if it is possible to work an ideal formula to avoid such difficulties.

The selection committee for teachers is a very important body on whose functioning depends the reputation of the Syndicate and the university as a whole. In U.P. universities, this committee consists of the Vice-Chancellor

as chairman, the Dean of the Faculty, the head of the department concerned provided it is not for a professorship, and two members of the Executive Council who are non-teachers. Besides this, some experts are nominated by the Chancellor after he has invited names from the academic bodies of the various universities. There are three experts for the appointment of professors and readers of whom at least two must be present at the time of selection. For lecturers, there are two experts and at least one must be present. If the Syndicate agrees with the recommendations of the selction committee, there is no difficulty; but should there be disagreement, the Syndicate cannot set aside the decision. At best it can refer the decision back to the selection committee. However, if the selection committee reiterates its previous recommendation, then the Syndicate is bound by it. Thus, it is really the selection committee in general, and its external experts in particular, who play a very important role.

I agree that the Academic Council is a big body, but as stated by Dr. Mudaliar, representation must be given to all the affiliated colleges and the different wings constituting the university. Nevertheless, to avoid the difficulty of this large body meeting frequently and to effect a saving in costs, we have introduced a standing Committee of the Academic Council. This is a small statutory body of about 13 or 14 members and it meets frequently to transact business. In fact, just as the Syndicate is really the executive body of the Senate, similarly this Standing Committee is the executive body of the Academic Council.

The Faculties are all dominated by teachers as they should be. I feel there are only two Faculties where non-teachers ought to find a place—Law and Medicine. Distinguished judges, lawyers and medical practitioners do have a contribution to make. This system also worked well.

C. P. Ramaswami Aiyar : I appreciate the manner in which some universities, notably Madras, have sought to very nearly eliminate the element of individual partiality. I agree that the Madras system for the selection of question-paper setters, arrived at after due experience, should be examined by most universities and adopted wherever possible.

I should like to say something about the functions of the Treasurer in the unitary universities. In some he is an independent authority responsible for financial estimates. It may be that there was a time when it was deemed necessary or expedient to have such an independent person, but in actual practice, the Treasurer, as elected by the Senate who do not always have all the requisites of financial experience or even of practical commercial knowledge, may be an entire layman but the final authority in the framing of the university budget. Furthermore, this independent appointment also restricts the power of the Syndicate.

I agree that some non-teaching element should be associated with the Syndicate. By this I mean persons with practical experience of either administration or finance. They are of the utmost importance and I trust they would never be forgotten in the constitution of Syndicates. Unfortunately, in some universities there is a provision for the principals of this colleges to be *ex-officio* members of the Syndicate. Though [illegible] esteemable academically and well-equipped professionally, still some tend to create vested interests for themselves. I consider the principle of rotation to be important as it provides for not only principals but senior teachers also to take their turn on the Syndicate. There should not be, as regrettably

happens in some institutions, a kind of inextricable *cul de sec* wherein two or three principals by joining together come to rather parochial conclusions based on local politics. When such vested interests entreach themselves in responsible academic positions, then it is impossible to make any new and freshening developments in the university. I do not wish to exaggerate such issues, but in some universities it is impossible even to propose the appointment of any teacher beyond some hundred miles of a particular locality without tremendous opposition arising from local, parochial, personal or similar other considerations. I, therefore, very strongly advocate the principle of rotation in the case of functionaries like the principals of colleges.

Finally, I think that the Senate should have a due admixture of the teaching and non-teaching elements because, whatever the arguments in favour of the predominance of the teaching element in other university bodies, the Senate is the link between the university and the outside world and, as such, it should be representative of every sort of enlightened public opinion. The case is different in the Academic Council and the Boards of Studies. I am in favour of the Syndicate also being more representative of the more active academic element.

Mrs. Hansa Mehta: My observations will also be with regard to the unitary university. I agree with Mr. Menon about the domination of academicians in the university for, after all, the university is composed of teachers and students. But whether these academicians should be of that particular university or from outside is a point which needs some consideration. In the Senate we have nominated persons entirely from outside the university and even the city of Baroda, but they are individuals who are eminent in their own professions. This gives us good academic status.

For the Syndicate, we have followed the recommendation of the Radhakrishnan Commission and kept an equal number of teachers and non-teachers. But even amongst the non-teachers, a few were connected with some teaching institutions in the past. So even here we have tried to keep the academic viewpoint. We have no Academic Council. Instead, whenever desired, academic questions are decided by the Faculties concerned, and a joint meeting of all the Faculties considers questions pertaining to the university as a whole.

As regards the Boards of Studies, we have heads of the departments concerned as *ex-officio* members, one or two persons from the staff of the departments, and the Syndicate appoints experts from outside.

Then we have another institution—a Board of Visitors for each Faculty. This body is composed of the Vice-Chancellor, Pro-Vice-Chancellor, a member of the Syndicate and two outside experts again unconnected with the university. This Board recommends changes and possibilities of development. Even the budget of the departments is sometimes considered by the Board before being finally presented to the Syndicate from where it goes to the Senate. Generally, the Senate passes our budget without opposition.

With regard to examiners, we get a standing panel from the Boards of studies, and the Syndicate appoints the persons. But we have a system of both internal and external examiners so that our teachers also get a chance.

I think increasing trust should be placed in our teachers even in examinations, and we feel that external examiners are really not necessary. Probably we shall ultimately do away with them. At present we have them to assure the world outside as to our standards of assessment, but it is really the teachers who truly know their students.

S. V. Mathur : I should like to place before you some of our experiences at the comparatively young University of Rajasthan, which is primarily an affiliating one. Because of its age this University has had the benefit of the experience of other older universities. Besides, its Act was also amended to incorporate many of the suggestions made by the Radhakrishnan Commission.

To explain the functioning of our university bodies, I shall start from the bottom, *i.e.* the Faculties. These have representatives of the affiliated colleges who are not principals but heads of the departments concerned. There is an additional condition, which I think is necessary in a developing region, that these college representatives should have at least eight years' teaching experience at the degree level. In this way, all colleges find a representation. The university professors and readers are *ex-officio* members.

Next, it is these Faculties which constitute the Boards of Studies for the different subjects. But in this connection a distinction has been made between post-graduate and first degree colleges. Accordingly, it has been laid down that at least three of the five internal members of a Board of Studies must be either heads of post-graduate departments or, if they are not available, post-graduate teachers. The remaining two internal members may be from the teaching staff generally. In addition, we have a provision for two external members, but they may not necessarily be academicians. For example, they may belong to the professions of commerce or engineering for their respective Faculties. Because of financial implications, we have a rule that teachers should not be taken from beyond a limit of 450 miles from the university. But this rule is not rigidly enforced, for on practically every occasion the Faculty concerned requests the Vice-Chancellor to waive the stipulation so that distinguished teachers from other parts of India may be put on the Boards of Studies. However, I should add that it is not always that such invited persons are able to attend our meetings.

The Academic Council is a comparatively smaller body. The principals of all the colleges are not represented on it but convenors of all the Boards of Studies. There are some representatives from the Syndicate, all Deans and again five external members elected by the Academic Council for their distinguished service. Generally, these external members are from the academic side, though there is no such limitation.

The constitution of the Syndicate in an affiliating university presents some difficult problems. There is a recognition that teachers should be represented, but there is the difficulty of providing appropriate weightage to the affiliated colleges and the university. At present, university teachers do not have separate representation, though they do serve on the Syndicate as Deans of Faculties. Nevertheless, there is a feeling that university teachers should have a separate, though not a majority, representation on the Syndicate. The Deans are appointed by the Vice-Chancellor but out of a list of priorities laid down in the Act. As such, mere seniority is not adequate, for the Vice-Chancellor has the power of discretion. In this way, the situation described by Mr. B. N. Jha as a consequence of simple rotation is not

likely to arise. We have a healthy convention, *viz.*, that if, on an occasion, a Dean is appointed from amongst the principals of the affiliated colleges, then, the next time, depending upon the availability of a suitable person, the appointment is made from amongst the university teachers. This is, in fact, a reciprocal arrangement, and the system has worked very well except in one particular. Our present provision that no person can be reappointed a Dean unless at least six years have elapsed since his first appointment as a Dean. This has largely restricted the choice of the Vice-Chancellor, and we have been considering the possibility of reducing the restrictive period to three years only.

For the appointment of examiners, we have a selection authority for each subject, known as the Examination Committee. This is presided over by the Vice-Chancellor with the Dean of the Faculty, the Convenor and another representative of the Board of Studies concerned as members. The panels of examiners are prepared by the Boards of Studies and the Examination Committees select the examiners, though in theory the Syndicate is the final authority. However, the Syndicate rarely interfers with the lists as the recommendations already have the approval of the Vice-Chancellor. There is a provision that no examiner can be reappointed unless all the names in the initial panels have been exhausted.

So far as the representation in the Syndicate is concerned, various interests are involved. We have at present two nominees of the Chancellor on the Syndicate from either within the State or outside. But I have a further suggestion to make, though I am not sure whether it would prove desirable to others. Now that the University Grants Commission plays such an important part in all the universities. I suggest a nominee, not necessarily a member of the University Grants Commission should be on the Syndicate.

In the Senate we have a large number of non-academicians. All the principals of the degree colleges, university professors and heads of departments are *ex-officio* members. Besides this, we have various departmental heads of the State Government also as *ex-officio* members, *e.g.* the Chief Engineer, the Director of Industries, the Director of Mining and Geology etc., *i.e.*, all persons who are in some way connected with academic work. The Government of Rajasthan nominates a certain number of persons and the donors' constituency also has some members. In actual practice, we have found that whilst the teachers and the representatives of the registered graduates attend the meetings fairly regularly the departmental heads of the State Government, the representatives of the donors and sometimes even those of the Government of Rajasthan do not find sufficient time for participation. Accordingly, we have to devise some method for making the attendance more representative of the different interests without creating cliques which, rather happily, are absent in our university.

R. P. Paranjpye : Apropos the remarks of Sir C. P. about the Treasurer in unitary universites, I may add that in some cases the Treasurer tends to become almost a rival of the Vice-Chancellor, and, as such, I doubt if the former should really have so much independence. In some other universities, financial matters are in the care of the Finance and Estimates Committee and, if necessary, the decisions of this body are also considered by the Syndicate. I feel there ought to be an efficient system of internal audit, apart from the periodic external audit conducted by the Government. I am not sure how this could be achieved, but I do think this matter should be considered by this conference.

The Senate is a body which is apparently considered to be responsive to the general public opinion of the area which university serves and it, therefore, rightly consists of members of various professions and other interests. Nonetheless, I think many people must have observed that the meetings of the Senate become opportunities for addressing the public at large rather than the participants with a consequent loss of the academic point of view. It is, therefore, important that the functions and powers of the Senate be clearly defined. Whilst I believe that the Senate should give its opinion on the various questions affecting the university, it should not have the final authority in many things like the budget and the courses of study. In the University of Poona, the Senate passes resolutions on various subjects, but the Syndicate reports to the Senate the reasons for not accepting their decisions. I consider this to be a sound system, because the Senate is likely to take a popular, and perhaps unacademic. view in many matters which are purely academic.

The head of the department in every college is a member of the relevant Board of Studies. I consider that this makes our Boards rather unweildly, and I should support the system of rotation for reducing the size of the Boards, though I am not sure if the Boards themselves or even the colleges would accept the proposal at present.

Our Academic Council is also too big leading to considerable delay in the transaction of the agenda.

H. V. Devatia : Much has been said about the old problem regarding the importance of academic and non-academic elements in the university bodies, but I think much depends upon the prevailing atmosphere in the university. In the older universities, certain traditions have evolved and it is possible to trust the academic element in some matters though, unfortunately, this has not been the experience elsewhere. I recall that Sir Chiman Lal Setalvad, one time Vice-Chancellor of Bombay University, maintained that the Academic Council should have no say in the appointment of examiners who should all be appointed by the Syndicate alone. But I think the present system of Examination Committees referred to by the Vice-Chancellors of other Bombay State universities is very good. Each Examination Committee consists of the Vice-Chancellor, the Dean of the Faculty and two representatives each from the Academic Council and the Syndicate. As such there are as many Examination Committees as there are Faculties and if the recommendations of the Examination Committees are adhered to, barring exceptional cases, by the Academic Council and the Syndicate, then according to my experience it is really good. I should accept what Dr. Mudaliar has stated that a regular list be kept of the persons in order of seniority and of the number of times each has been appointed examiner. This is very necessary to avoid such unfortunate incidents as the one in Bombay University when a particular person was repeatedly appointed examiner for different Law examinations every year.

As regards external examiners, I think the system prevailing in our University is good by which 25% of the undergraduate examiners are external and the figure for degree examination is 50%. An external examiner is not one who is merely outside the university area but a person unconnected with the university.

I am rather surprised that all the question-paper setters in Madras are external. For even if we put forward this suggestion, I think it would be vehemently opposed by the members of our University. Personally, I do not regard this system as necessary, for we should trust our own teachers.

Election to the university bodies has worked well in some of the older universities, but in the newer ones the system leads to some odd results. Thus in my university, a few years after its creation, the registered graduates sent a representative to the Senate. This may be alright, but on the next occasion the same person came into the Syndicate! I do not oppose elections as such, but care must be exercised in the selection of candidates whether for election or for government nomination. Thus a Harijan has been nominated to the Senate by the State Government, not that I mind a Harijan but he should be acquainted with university problems. I agree with the representation of commercial and corporation interests on the Senate, but I do maintain that the Senate should have no hand in the framing of the university budget. This must be a matter for the Syndicate only. I welcome the idea that the Director of Education, or his nominee, should be a government representative on the Syndicate. But, unfortunately, in my experience he only attends the meeting when the affairs of some government college are to be considered. This is hardly the spirit in which cooperation could be established between the government and the university.

I am glad we have no Treasurer in Bombay State universities. Our system of Finance and Estimates Committees is working well, and persons in the Syndicate who are acquainted with budgetary matters give us satisfactory help.

I agree that the Vice-Chancellor should have the power to co-opt one or two persons on to a Board of Studies, especially if there are no competent persons on it otherwise! We have a rather remarkable system whereby a person has the option of being on any two Boards of Studies. As such a lawyer may even become the chairman of the Board of Studies of History! I have repeatedly protested to the authorities to amend the Act to avoid such anomalies. On the whole, my experience with our Boards of Studies has not been very satisfactory.

I do not agree with Mr. Paranjpye's suggestion about external government audit. I know that the government's case rests on the fact that they provide the money, but I feel the university should be allowed to have its own auditor.

In my opinion, the Academic Council should consist of academic persons wholly. Non-academic persons should have their proper place in the Senate or the Syndicate. I do not also approve of the large Academic Council of Bombay University. The size should be small to enable proper deliberation. Furthermore, a convention should be established so that the Syndicate could not easily interfere with the decisions or the recommendations of the Academic Council. At present, according to our Acts, some academic points cannot be considered by the Syndicate unless they have been earlier raised by the Academic Council. Even then, the Syndicate remains the supreme authority. I think this is not right, for in academic matters, the opinion of the Academic Council should be respected.

The academic and non-academic elements, are balanced in our Syndicate, and eight persons are elected by the Senate. But the principals' constituency, which formerly sent five and now sends four principals to the Syndicate, creates some trouble, leading even to litigation in some cases and to matters being referred to the Chancellor. Accordingly, I am inclined to think that in this constituency elections should be stopped and the principle of rotation introduced instead. Furthermore, no person should be allowed to become a member of the Syndicate unless he be a teacher of ten years' standing and a

member of the Senate for five years. At present, it is an unhappy fact that principals intrigue to get into the Syndicate, as there is then some opportunity of exercising patronage in the appointment of examiners. To my mind, the position of the unitary universities is different, despite the rather peculiar circumstances of Allahabad University referred to by Mr. B. N. Jha. In Bombay at least, the unitary universities of Baroda and Vallabh Vidyanagar are all working well. But in the affiliating universities rotation should be introduced to avoid trouble in the principal's constituency.

There is also the unhappy fact of the happenings in the Senate, already mentioned by Mr. Paranjpye. These should be avoided; and I think it is good that the resolutions of the Senate are not binding on the Syndicate. A time may well come when the Senate could be entrusted with greater authority, but this should not happen in the newer universities. There we need a strong and efficient Syndicate.

A Member: So far as the election of the members of the Senate from the registered graduates' constituency is concerned, there are lots of malpractices. For instance, I have known of cases where the voting papers have been taken away from the registered graduates and also cases where a large number of persons are enrolled for election purposes. I feel that no registered graduate should have a vote in the Senate elections unless he has five years' standing. This will stop the system of enrolment of large numbers just before an election is due.

As has been already suggested, I agree that there should be no election, at least in the unitary universities, so far as the Deans are concerned. In the affiliating-*cum*-teaching universities, there are a large number of persons and generally the senior most is elected, and there is no controversy. But in the unitary universities, the election of Deans causes a lot of friction which tends to continue even afterwards to spoil the atmosphere of the university. This is responsible for a good deal of student indiscipline, for when once the teachers get divided, there is no way of maintaining student discipline. In this connection, I have two possible suggestions. The first is that the senior most person in the faculty becomes Dean and continues as such so long as he is in the Faculty. If this is not acceptable, then the Deans should be by rotation. But there are difficulties in rotation. For instance, it is possible that a person declared to be undesirable, and possibly even reprimanded by the university for resorting to some malpractices may well become the Dean of the Faculty, simply on the principle of rotation. Accordingly, I am personally in favour of the first possibility.

A. L. Mudaliar: I think we have had a very comprehensive discussion on this important subject; and I also feel that there has been a great deal of unanimity, so far as unanimity goes in such matters. The differences between the unitary and affiliating universities are there, and we have to take note of them.

I entirely agree with Mr. Paranjpye regarding audit—there should be an efficient form of internal and external audit. In our university, the Local Fund Audit is a concurrent one. Two representatives do the auditing, and every month a list of objections is presented to the Syndicate and these have to be answered. Personally, I prefer government audit, for I regard audit to be the greatest safety valve for any university, particularly for its Vice-Chancellor. We also have internal audit through the Finance Department of the University whose superintendent is responsible for bringing any questions to the notice of the Vice-Chancellor. This system is very efficient,

though I should say that in a large unitary university, where many questions arise, this may require further consideration.

So far as elections are concerned, no election dispute in the Madras University goes to a law court because of the simple provision that it has to be referred to the Chancellor whose decision is final.

I agree that the Director of Education should be present not merely at the meetings of the Syndicate but also of the Senate and the Academic Council. I have always held the view that he is the liaison officer between the university and the government; and if the university has to have a certain amount of autonomy, it cannot be constantly corresponding with the government to familiarise them with all the changes contemplated. It is the duty of the government's nominee, the Director of Education, to convey to the Government as and when he considers necessary, the proposals of the university; and if the government have any suggestions, they will always be welcomed. But the Directors of Education in certain States have more than one university to attend to and, as such, they do not attend to any of them! At any rate they attend only when they find it possible; and I hope that some measure of decentralisation in the office of the Director of Education would enable the person concerned with University education to be constantly in touch with the developments in the universities, as was the case in pre-independence days.

There is only one thing I should like to state with regard to the Academic Council. This meets only twice a year, but we have a Standing Committee of the Academic Council, composed of nine members, which meet once a quarter or oftener as the Vice-Chancellor considers necessary. No questions of academic policy come up before the Syndicate, for from the Standing Committee they go straight to the Academic Council. It is not open to the Syndicate to raise or suggest any alterations in the regulations. I think it is good to limit academic affairs to academic bodies only!

Apropos the Boards of Studies, I do not know how I should carry out Mr. Advani's proposition when 75 colleges are affiliated to Madras University, for the Boards would become too big. Anyhow, we have done one thing during the last four years—we have two Boards of Studies in each subject, one for post-graduate and the other for undergraduate studies. This has saved a lot of confusion, for the people competent to give advice for undergraduate studies are not the best persons for post-graduate affairs. Besides, in post-graduate studies, we also depend upon other universities. We have eight persons on a post-graduate Board of Studies of which at least half must be from other universities. This helps us to co-ordinate standards and obtain proper advice. Such a dichotomy may prove desirable as post-graduate studies are increasingly introduced in the university.

Lastly, I should like to echo the sentiments expressed by Mr. B. N. Jha, that whatever the constitution and the functions, the most important thing is; who are the persons to whom you are going to enturust the work— Success or failure depends upon the personal factor from the Vice-Chancellor down to the last member of the senate, the Academic Council or the Boards of Studies. It is there that the chief difficulties arise in many universities. Indeed, sound conventions and personnel devoted to University work would do what no regulations or Acts can do, and it is there that we have got to concentrate.

VI

PROBLEMS AFFECTING UNIVERSITY TEACHERS

Problems Affecting University Teachers

M. S. Doraiswami: In our ancient system of education there was respect for the teacher as a result of personal contacts between the teacher and the student. Even a generation ago, at least in the post-graduate classes in our universities and colleges, such personal contacts existed. I remember how teachers of the Madras Christian College and the Presidency College, Madras, used to meet their students regularly and advise them in all matters. Today, due to many factors, the position is different. On account of over-crowding in the colleges such personal contacts, even in the honours and post-graduate classes, have become difficult. The tutorial system tried in some universities has not been an unqualified success. On account of the growth in the number of colleges and increasing enrolments in them, there is a preponderence of younger men in our universities on the teaching staff. Often young men just out of the university are appointed as lecturers and they do not inspire the same respect in their students. I do not accuse them "of the unpardonable crime of being young", but as Sir Walter Raleigh said of James Boswell, these younger members of the profession "gain the affection of many without incurring their respect!" The economic and social status of the teacher should also be improved so that he may have an honoured place in the community and gain the respect of his students.

The Radhakrishnan Commission recommended certain higher scales of pay for university teachers. The University Grants Commission have accepted this recommendation and from the 1st April, 1956 higher pay-scales have been introduced in most universities with substantial assistance from the Commission. But the subvention is not extended to all teachers as the main concern of the University Grants Commission is post-graduate teaching and research so that its aid is confined to university teachers only. Even where a university controls and administers its intermediate and evening colleges, the Commission have not extended the benefit to the teachers. Besides, the larger number of colleges in India are not directly administered by the universities but by government or private agencies. The Radhakrishnan Commission have recommended that the scales of pay in the affiliated colleges with no post-graduate classes may be slightly lower than those for university teachers. But the higher scales of pay given to one class of teachers in the universities has naturally provoked discontent among the teachers in the affiliated colleges. While anxious to improve the condition of teachers in these institutions, the Government of India and the University Grants Commission have been deterred from considering the extension of this benefit to all teachers because of the enormus cost to the exchequer. This however, requires urgent attention and something should be done to improve the lot of the large body of teachers in these colleges and to prevent the rise of *class* distinctions amongst the teachers themselves.

Lower scales of pay, with the rising cost of living, often tempt the teacher to resort to rather undesirable means for supplementing his income. He produces "examination guides" and cram-books or accepts private tuition. He also undertakes heavy examination work for his own and other universities, sacrificing his leisure in the vacations which should be used for study and research.

The Central and State Governments offer higher scales of pay and it has been the unfortunate experience of universities that their best men are taken

away from their service by the attraction of increased emoluments. This appears most pronounced among the teachers in the engineering colleges, in the faculties of science and to some extent in the departments of economics. It is true that these teachers will be doing national service in other fields of activity, but universities cannot look on with complacency when their best men leave their service because of the attraction of other branches of public service. This is a matter of concern and I should appeal to this conference to consider this issue and make suitable recommendations.

The Radhakrishnan Commission recommended that every teacher in a university should have a sabbatical year for advanced study and research either in this country or abroad. The recommendation deserves urgent consideration.

The Radhakrishnan Commission also recommended that the age of retirement should ordinarily be 60 years, but that extensions may be allowed up to 64 years of age in the case of professors. While many universities have fixed the age of superannuation at 60 or 62, some still compulsorily retire their employees at age of 55 years. Teachers in government colleges share the same fate. Considering that a teacher becomes a master of his subject only after several years of experience, and that he makes his most valuable contribution to his field of knowledge after some years of teaching, study and research, it appears unfortunate that one should be asked to quit service at the age of 55.

It is important for our national progress that the universities should pay the highest attention to research in all the Faculties. It is the function and the responsibility of the universities to advance the frontiers of knowledge and many universities today have either research departments attached to them, or insist that every teacher shall undertake research. Most universities, too, insist that for the posts of professors and readers research qualifications shall be deemed essential. This is as it should be, but if I may express a personal opinion, I wish to submit that there is a tendency now to over-emphasise this. In some subjects like the sciences, economics and sociology, abundant opportunities and facilities for reseach exist, but in other subjects, *e.g.* English literature, I do not see how we can require every teacher to have a research qualification. In some subjects, namely, nuclear physics, medicine and engineering, research is expensive and not practicable. Further, not all teachers have an aptitude or a capacity for research. We are not being realistic when we insist that *every* teacher shall produce some work of a research nature. In Harvard University, I am told, there is a slogan, "Publish or Perish". The result of such insistence may well be that we shall have mediocre work passed off as original research. I contend that a good teacher with a wide knowledge of his subject, who prefers to be a student all his life, has a true love of his subject and can communicate to his students an enthusiasm for it, is as useful in a university as one who undertakes research.

It is inevitable and certainly unobjectionable that teachers as members of the community should hold their own political views and belong to some political party. But it is equally obvious that no teacher should interest himself in active party politics nor import the dust and heat of political controversy into the temple of learning. Whatever his political convictions, he has no right to use the classroom as a forum for the propagation of his political views. It is true, teachers and students took a leading part in the national struggle before independence; but now conditions have changed and

in a free country it is debatable whether university and college teachers should be allowed to participate in politics actively. Should university and college teachers be permitted to seek election to the Parliament or to the State Assemblies ? Some universities permit this whilst others do not. When a teacher enters politics, it is inevitable that he would divide his time between politics and teaching. His work at the university and his efficiency as a teacher are bound to suffer by his active interest in affairs of State. I should, perhaps, make an exception in the favour of Vice-Chancellors considering that their doyen, Dr. A. Lakshmanaswami Mudaliar, has played a valuable part as a member of the Madras Legislature for many years ! Whilst the participation of teachers in the politics of the country may or may not be advisable, there cannot be two opinions about the teachers who foster politics within the university. Such men, wherever they exist, are a nuisance to the university. They intrigue, create factions and often constitute themselves into an opposition.

By etymology the word "university" means a corporation and it is one of teachers and students. There is no room here for party politics. Healthy criticism of administrative policy in the statutory bodies of the university should be welcome, but very often the teacher-politician vitiates the whole atmosphere of the university by his irresponsible conduct. We cannot too strongly condemn the teacher-politicians as a class.

Associations of teachers to promote their best interests—cultural, social and even economic—are to be welcomed and the universities ought to give them recognition and encouragement. They should not be conceived as trade unions merely for representing their grievances with regard to pay and allowances, and conditions of service but they can be useful by showing a lively concern for improvements of teaching, examinations, etc. Seminars should be held, frequently monographs on subjects of common interest published and opinions expressed on all questions of educational reform. I am happy to say that in our university, the University Teachers' Association has played a valuable part in all these directions.

Resolutions have been passed at various quinquennial conferences of Indian universities urging that there should be an exchange of teachers amongst the universities. The conference of the Association of Universities of the British Commonwealth has followed the example and urged the value of the exchange of teachers amongst the Universities of the Commonwealth. There are insuperable practical difficulties in the implementation of such resolutions. Even within a single State, where there are two or three universities, it is not often possible to arrange for the exchange of teachers. These difficulties will grow with a change in the medium of instruction at the university stage in the different States. However, excellent as an ideal, such exchanges will become impossible.

Several Vice-Chancellors at this conference have expressed the view that in the selection of teachers, parochial and other considerations ought not to weigh but that the best candidates should be appointed after an interview by an expert selection committee. Unless we accept this, at least in the appointment of the professors in the universities, we are likely to have too much in-breeding and our standards are bound to deteriorate. Mobility of labour, if I may use that phrase in this context, is as necessary here as in industrial and other concerns. Universities will enhance their own prestige if they have on their Faculties eminent men with an all-India reputation as professors and heads of departments, irrespective of other considerations.

V. K. R. V. Rao: I should like to state from my own limited experience that the Vice-Chancellor needs a lot of time for attending to the personal problems of the students. This also applies to university teachers, a fact which is not sufficiently understood by the public at large including, rather surprisingly, responsible government officials. Indeed, there is a general, though completely erroneous, feeling that the university teacher does little else besides his ten or twelve hours of lecture work per week. There is also talk about his long vacations and of the supposedly large sums of money he makes out of his examinerships. Indeed, a teacher in India is in the position of the capitalist—they are both being attacked by everybody! Quite apart from the fact that a teacher is badly paid, I should like it to be more generally known, particularly through the good offices of Mr. Deshmukh, that he does at least 40 hours of work a week, unless he happens to be professionally very incompetent; that his work does not consist of only lectures, for he has to do a considerable amount of preparation; that he does not waste his vacations which are needed for considerable reading; that he does not make fantastic sums out of his examinerships; and that, contrary to all appearances, the teacher is, indeed, a hard-working person.

Secondly, I am not deliberately touching upon the subject of salaries for this has been adequately dealt with by Professor Doraiswami. But every teacher should be provided with a place to work in. Administrators of all degrees are provided with the working necessities, but a teacher is not unless he also happens to be some administrator in the institution! For teachers generally there is only the common room where it may be possible to relax, but no serious work can be done, whether personal study or attendance to some individual need of a student. Besides, teachers have, as a rule very limited residential accommodation and few, indeed, have private studies. I, therefore, strongly suggest that every teacher be provided with a separate cubicle, however, small, a place he can call his own and where he can do his work or attend to the needs of his students. Without this essential amenity, it would be quite useless to require the teacher to be in the college from 10 a.m. to 5 p.m. Even if one does not think of teachers' salaries and quarters, the working facility is absolutely essential from the functional point of view.

Then, I should like to mention that funds should be at the disposal of educational authorities to provide some grants for books and research to teachers. There are many, especially the younger lecturers, who need to do some travel or want some small services, technical or clerical, for their research, and they certainly deserve to be helped. I am not thinking of large grants for I surmise that in many cases the sums involved would be no more than a few hundred rupees.

Regarding the maintenance of standards, I am going to make a suggestion which I suspect may not be acceptable to most of my colleagues here. It is a rather controversial matter, but on which I have strong feelings. I consider there should be some sort of tenure of office for the superior staff of the university, *i.e.*, the professors. More concretely, I propose that after every five years or so, a professor should justify himself before his colleagues in purely academic terms, because once a person becomes a professor, he remains so. I am not suggesting there should be insecurity of appointment but that academically the person must prove his worth in the eyes of his junior colleagues. I propose this because I maintain there should be some motivation for the seniors to do research, especially when so many are anxious to remain at the top and, at times, even rather keen in not allowing others to get there!

I fully recognise the difficulty of the inter-change of teachers involving their taking over degree instruction as well. But I see no reason why it should not be possible for a university to invite a teacher from elsewhere for a short period to give a course of lectures or a seminar and to meet the post-graduate students. This could be easily adjusted to avoid disturbing regular teaching work. Inter-university contact would thus be established and also a reciprocity in standards.

So far as the question of party politics among teachers is concerned, I do believe that they have the common right to hold political opinions. I should also be prepared to say that they have the right to join political parties and get elected to the legislatures, if they could do the work consistent with their academic responsibilities. But I completely agree with Professor Doraiswami that they have no business to be active party workers. If they are in the legislature, they must be independent and neutral; they cannot be active politicians, because the moment a teacher becomes an active party worker, he is not able to command a universality of respect, and even if he is objective and impartial, he can hardly appear to be so. Like justice, teaching is a public profession and a teacher has not only got to be honest and decent, but he has also to appear so conspicuously.

V. K. N. Menon: I should like to say something on the subject regarding the work, the supervision and the training of teachers. This is one of the important aspects of university administration which, rather surprisingly, has not been referred to so far this afternoon. In the universities today, we usually appoint a fresh M.A., may be a first divisioner, as a lecturer and then leave him completely to do his teaching. This general rule seems to arise from some idea of the autonomy of the teacher, which I consider to be wholy mistaken. I believe that a young lecturer needs a great deal of guidance, supervision and consideration in view of the heavy work load he has to bear—something to the order of 18 or 20 periods per week.

Recalling my own early teaching days, I may state the professional advice I was then given—to talk as fast as I could so that nobody could take down notes and thus find me out! Primary and Secondary schools teachers are given formal instruction in the methods of teaching, but we still seem to think that lecturers can do without it. I am convinced that much can be done by the head of the department to facilitiate the early years of trial and error of a young lecturer. Furthermore, it seems wrong to entrust the young teacher with tutorial work which should rightly be the responsibility of the seniors. We should take a good person, make him a good teacher and for the rest we need have no worry! Dr. Rao has talked about a five-year tenure for the professors, but I should rather provide such a term for the young lecturer. In the universities of the U.K. and the U.S.A. no teacher is initially appointed on a permanent basis. The beginner serves a short term, and if he does not prove a success, he either leaves or is quietly sent away.

D. C. Pavate: I know that many people are doing very well in the teaching profession, but that is in spite of the system! If they have done some research, it is to their credit, for the system does not provide any encouragement for creative work. It is not that our teachers have no talent, but that the research atmosphere is missing from our universities. And, too frequently, teachers regard lecture work as their only responsibility. I have known of an economist in Bombay University who was in the I.E.S., drawing a very high salary; and despite his considerable research experience in the

U.K., he did not do any creative work during his 25 years of service. Unfortunately, he was not a good teacher either. It is said that he lectured from his student-day notes, taken from Laski's lectures; and once when his colleagues played a trick on him and removed his note books, he was not in a position to give his lectures! This may be an exceptional case, but the moral is that such a situation would never have arisen if our system gave due recognition to creative effort and research. Good salaries are alright, but research-mindedness can only be developed in early life. If a person does not do any research in his first five years of service, then there is little hope of his doing it ever afterwards, despite a research degree from some reputable university. In this connection, I believe the American system is quite instructive; they have no permanent posts and promotion is strictly on the basis of merit and creative ability. My suggestion is that university teachers should be given good scales of pay and the amenities for research with the proviso that if a person shows no promise of research, he shall not be confirmed even as an instructor. This should apply particularly to post-graduate teaching appointments.

S. N. Bose: If you have chosen your young lecturer well, he generally wants to work and contribute to the subject of which he has made a special study. When he returns, as he frequently does now, from abroad, he wants opportunity: and I should like to thank Dr. Rao for enumerating the difficulties of the young teacher on entering one of our universities. All kinds of interests are expected to be represnted in the university—academic, non-academic, commercial, trade and others; but no one ever considers that, perhaps, the teachers, who are working, studying and contributing to knowledge, may be the best persons to indicate the real needs of the university. Of course, one must have food, a place to work and the wherewithals of work; as such I am really sorry for the Bombay man who could not do a single piece of research despite his research training. I suspect that Bombay University was really to blame! I have recently joined a university where the annual library grant was the magnificant sum of Rs. 300! Now, when I suggested that the sum should be at least Rs. 20,000, people were amazed, for of course, the most important persons are the non-academic ones. It is true I am rather sarcastic, but in almost all the universities you will find the young teacher desirous of doing work, crying for aid against the difficulties of space, the lack of materials for research and, above all, the absence of similar minds with whom he could discuss his problems.

Things are not produced in a rarefied atmosphere! If you are really anxious to have universities here, then you should proceed as in those other universities about which we have read such magnificent recitals. If you want to have students and teachers, and also desire a sort of peripatetic motion amongst them, then it is better the students be allowed to move about rather than the teachers. Indeed, if the teacher wants to work, and he is really a research, then he flourishes best in a place where after years of labour he has collected the materials for his work. His staying in that place would profit both him and his students. Let others who wish to profit from him also come there. This should be brought about, and I believe that our governments should ensure that there are facilities for the learner to move about seeking persons who are really doing good work. Terms of study kept at any university should count, as in the German Universities, towards the degree requirements of the student, and he be allowed to take his degree from whichever place he likes.

The present trend of teachers studying and producing nothing is entirely useless. If the teacher really studies and is not vociferous about

his learning, then his colleagues and his students should profit from his contact. I think we can all recall the happy personal association with a quiet man of learning. And, indeed, we always think of the teacher who was not too obstrusive nor photographed too frequently, but who was really devoted to his study ; and we remember with gratitude the immense profit we derived from his contract. It is really by personal contact that the university can benefit the young learner. This is not achieved by regulations nor by thinking whether the administrative machinery runs the university by natural selection or elections!

You should be very strict about the way teachers are chosen, but once you have done that, for heaven's sake, see that the universities have enough room for them to study, and give them food so that they can flourish. It is no use asking teachers to subsist on tamarind leaves, as of yore, but give them ordinary food, at least. See that their children (and unless we adopt special methods, teachers too will have children!) have the opportunity for education and to become good citizens.

Then, again, we should realise that if teachers become examiners in the universities, it is really to the credit of the institutions. We all talk about university standards; but I maintain that unless this examination system is abolished, it is bound to become something totally ridiculous. How can universities conducting examinations with a lakh of students hope to have uniform standards? It is impossible. But if there are a number of specious colleges, as Dr. Mudaliar explained, and the teachers are carefully selected, then why not rely on the teachers' estimates of their students? Let the teachers choose the young hopefuls who they think would be conspicuous wherever placed. Submit them to a scholarship examination and choose the best. But once having done that, give the students all facilities including free instruction. You do not need brilliant people for your offices and affairs of state, not even for the civil service. They are truly needed in the universities for creative work and for producing future workers. Choose them, nourish them and really work for them. I have heard in this conference Vice-Chancellors talk about our present universities, though I really wanted to hear their views about our future universities. I am still waiting for that particular edification!

S. K. Bhuyan : I should like to begin by paying my compliments to Dr. Rao for having pointed out the necessity of providing a cubicle to each teacher for his personal study and student consultation.

I may take this opportunity to present before you the special personnel difficulty of my university which is situated in a rather far away corner of India. Unlike universities in central places like Allahabad, Agra and Delhi, Gauhati University has great difficulty in obtaining suitable teachers. In our advertisements we place no special restrictions and, as such, we receive applications from almost everywhere in India. But, in view of travel costs, we do not consider it justifiable to call candidates for an interview at their own expense (we cannot pay the expenses) for an issue whose outcome is always rather doubtful. Accordingly, we are, more or less, forced to appoint persons only on the basis of their paper qualifications.

Then, coming to a more general problem, I am aware that foreign universities insist that their staff carry on research work. But I maintain that we have to provide some relief to our teachers to create the essential

conditions for creative endeavour. Speaking from personal experience, I know the hard life of teachers, the stress of creating a good impression on the students and the administrative authority and the self-imposed duty of disseminating knowledge amongst others in the country. There should be some restriction on the teachers' lecture load to provide opportunity for research. There is also the problem of teacher participation in student activities like games and sports, cultural programmes and the fine arts. In fact, we have to recognise that the development of extra-curricular activities in the universities is very valuable.

I consider it good that the University Grants Commission and the Planning Commission have recommended improved scales of pay for university teaching personnel; and we shall try to implement the suggestions, as far as possible. But something should also be done for teachers of the affiliated colleges whose situation, at present, is also very difficult.

There is one more difficulty rather peculiar to my university—the attraction of lucrative posts in industry in the State which takes away many able, though comparatively low-paid, members of the teaching staff. The financial assistance received from the State Government and the University Grants Commission is not adequate to provide a rate of payment for the teachers in any way comparable with that offered by the tea estates in Assam. This is a difficult point which, nevertheless, needs some consideration. I may cite the particular case of a Reader in Agricultural Botany appointed on Rs. 600 p.m. who recently obtained a post of Rs. 1500 p.m. in industry plus a big house and a car at his disposal. In justice to the man, I could not stop his leaving the university and, equally in fairness to his colleagues, I could not pay him more to keep him in the university.

Finally, I wish to put in a strong plea for the amelioration of the working conditions of the clerks and secretarial assistants of the university. They are the backbone of the university, but their pay scales are much below even the minimum subsistence level. With rice selling at about Rs. 30 a maund, and a minimum house rent of Rs. 40 p.m., I maintain that, on an average, the clerks must be paid at least Rs. 100 p.m. These poor persons are not very vociferous in airing their problems, and I hope the Vice-Chancellors would do something to better their lot.

B. H. Zaidi : There is an acute housing shortage in my university. There are also very few houses owned by the institution. Accordingly, we have asked the University Grants Commission for a building loan, but I am not sure if this would be forthcoming. Even as it is, the university charges very high rents based on the actual construction costs of houses in these days of high prices. As such, it happens that a young lecturer drawing about Rs. 300 p.m. may be required to pay a rent of as much as Rs. 60 per month for university accommodation. I feel that teachers should not be required to pay more than 10% of their salary or a reasonable amount as rent, whichever is less. That at least in Aligarh would mean a great relief for teachers. Besides, the majority of teachers are living in private houses and paying even higher rents. As such, I believe that anything by way of a loan to help the university build suitable houses for the staff would be a great help.

In these days of rising commodity prices, foodstuffs are particularly becoming expensive. To solve this difficulty, we have successfully tried in Aligarh an experiment which could also be started elsewhere. We have

a university stores on a non-profit basis with an initial outlay of about Rs. 80,000. The stores supplies food-stuffs and other provisions to the teachers and the hostels. This experiment was started only two months ago when prices had already increased considerably, but even then the stores is now providing a saving of anything from 10% to 25%. I believe that in this way we can keep the cost of living down even when we cannot increase the salaries.

Then, our teachers do not have adequate facilities for medical treatment for themselves and their families. I am not aware of the position in other universities, but certainly the arrangements in Aligarh are not adequate. Matters need to be improved. In particular, tuberculosis is a very common disease in India, with a prolonged and expensive treatment. It has considerable incidence amongst university teachers and in Aligarh alone three teachers contracted the disease last year! Low paid teachers cannot afford the treatment; and I suggest that there should be a provision in the university budget to help teachers in obtaining treatment in cases of tuberculosis and other wasteful diseases involving prolonged and expensive medical attention.

After a full session of work, teachers need a holiday in pleasant surroundings. I think that it would be quite inexpensive if the universities had fully furnished holiday homes in the hills where teachers could find relaxation. Indeed, we have already made a beginning in this direction by purchasing some landed property in the Kumaon hills. Over there, we are trying to supply everything to the teachers and students—cooking utensils, cutlery, crockery, even bedding and an inexpensive catering service. I understand from knowledgeable people that property in the hills is rather cheap these days—a five or six-roomed house, for instance in Dalhousie, may be had for as little as Rs. 5,000. As such, my suggestion seems worth your consideration.

Another amenity which should be provided to the teachers by the university is a teachers' sports and games club. The initial outlay should be of the university, though the staff should run the club and defray its recurring expenditure. This should be a place of which the staff can be proud, where they can be happy in the evenings and forget their worries.

Besides, many teachers would like to stay on the university premises for longer hours to study and meet students if there was a convenient cafetaria for them. For example, they could then avoid going to their homes for lunch. The University Grants Commission has an excellent scheme for helping the universities build student hostels, and I hope when this comes about there will also be a provision for a cafeteria which could be used both by the staff as well.

Lastly, I should like to mention that it seems the universities are not being enabled to play their role in the building of a new India. In every civilised country, development plans of the government are usually reviewed by persons in the universities and, indeed, the government seeks the benefit of their mature thought. In our country, though there are significant exceptions like Dr. Rao, yet, by and large, the universities have played no part in our Five-Year Plans. It is true we have Planning Forums in the universities, started with the assistance of the Planning Commission, but I have the ministries in mind. I think the universities should be given the opportunity for active cooperation with the government for national reconstruction.

Incidentally, I may add that a number of good teachers are taken away by various ministries and government organisations on comparatively much higher salaries. The universities are the poorer without them; and I think it would be better that such teachers were appointed only as consultants to the executive with some allowances. This should supplement their meagre incomes and the universities would not be permanently deprived of their valuable services.

C. D. Deshmukh : I am sorry to harp back to finance, but I have made some rapid and tentative calculations, and if we accept the recommendations made here, which in my opinion are all very commendable, then we should probably have another 20 crores of rupees for the remaining period of the Plan. I do not think it is beyond the resources of the Central Government, if they made an effort, to place this sum at our disposal.

The proceedings of this conference, together with whatever we may recommend to the University Grants Commission would be duly forwarded with the necessary fervour to the Government of India through the Planning Commission. However, in case we do not secure this sum, then I should like the Vice-Chancellors to indicate the priorities in this sum of 20 crores whose composition I shall explain presently. Thus, about 10 crores are for improving teachers' salaries in the affiliated colleges; about 5 crores for cubicles for teachers in all the universities, the cubicles being nothing very ambitious but something like 10 feet square each in area; about 2½ crores are for small research grants to the large number of individual teachers; and, lastly, another 2½ crores for the sort of amenities referred to by Mr. Zaidi. I should think it would be worthwhile to indicate some sort of priority in this allotment, *i.e.* the way in which the money should be utilised in case we do not get the entire amount. Moreover, if the worst comes to the worst and we do not obtain any money, then whether there would be any alteration in the priorities which have already been communicated to the universities for the dispersal of the sums at the disposal of the University Grants Commission.

I indicated yesterday how five crores are to be spent for technological education, 10 for scientific education and another 10 for the humanities, including staff quarters and hostels for which we have set apart 2½ crores. Now if the intention is to alter these priorities, then some indication should be given about this. Thus, under each sector, we have also indicated the priorities. The extension of present facilities is placed first; then comes making up the deficiencies of the libraries and in the equipment of the laboratories and the lecture-rooms; then comes the development of new departments etc.

Against this allocation, criticism has been made in West Bengal for instance, that the University Grants Commission spends too much money on buildings, and that the suggestion is made that the money be given to teachers instead. The funds are not all exhausted and I should like to know from the Vice-Chancellors whether the residual 10 crores be spent in this way. Would you advise the University Grants Commission to hold up all your plans for the improvement of your physical appurtenances and equipment and spend this money for enhancing the salaries of teachers, or in what other way would you like the priorities to be modified ?

P. K. Parija : Professor Doraiswami has proposed the interchange of university teachers, whilst, in contrast, Professor Bose has suggested that students should be allowed to migrate from university to university. The

latter suggestion seems desirable in the Sciences because teachers may not find the requisite facilities in other universities; but in the humanities teacher-exchange seems worthwhile to enlarge the sphere of inspiration of distinguished teachers. Amongst the many difficulties involved in this, I should like to mention the problem of the medium of instruction. If, as is likely, in course of time regional languages become the media of instruction in the universities, then teacher exchange would be rather difficult. As such, I consider that it is desirable that after a certain level, say the first degree stage, the medium of instruction should be the same in all the universities, whether this be English or the national language.

In our university we have anticipated one of the suggestions of Dr. Rao. We have a committee with an annual budget of Rs. 30,000 for providing small financial assistance to young lecturers in their research work. If more money is forthcoming for this purpose, it would be very welcome, but we have made a small beginning.

Then, Dr. Rao has also referred to the stagnation of the professors and lack of their research. The Director of Education and I have repeatedly suggested to the State Government that there should be appointed committees for reviewing the work of prefessors after every five years and that, if any professor is not doing creative work, his annual increment be stopped. This is a rather drastic suggestion, but this seems to be the only way to keep the professors up to the mark, apart from proper selection initially. Indeed, I surmise that if the professional selection committees do their job well, this alone should be an effective solution. To avoid nepotism, we may, for instance, adopt the Cambridge University system of having a Board of Electors for each professorship. These Boards are standing committees of a few persons with the Vice-Chancellor as Chairman and the electors retire periodically to be replaced by others.

T. M. Advani: I should like to put in a strong plea for due respect being accorded to the teachers, though I know that they also need food. It is not right that every now and then it should be voiced that the teachers do nothing and that they are a lazy lot. Admittedly some teachers have deserved such censure, but that is largely because they have not been well paid. As such, they have had recourse to many undesirable ways of supplementing their incomes like private tuitions, many examinerships and the writing of cheap annotated editions of standard texts. Some have even taken to trade, at times secretly but even openly on occasion! Now, quite naturally, human energy being limited, such otherwise preoccupied persons devote the minimum possible time to their professional duties. They are misfits in the educational sphere; but we must need better the condition of teachers without which no educational improvement is possible. I agree with Mr. Zaidi and Sir C. P. that the highest priority be given to improving the salary scales of teachers in the affiliated colleges. I should even go a little further and maintain that the primary responsibility for this lies with the principals and the managements.

I have already put forward a proposal to the principals of the constituent colleges of my University to give the teachers of their colleges some relief. The University Grants Commission has suggested that the salary of a professor in the affiliated colleges should be in the scale of Rs. 400 to Rs. 700. At present the scale is from Rs. 300 to Rs. 540; but we have proposed the revised scale of Rs. 350 to Rs. 650. This too would mean an

additional expenditure of 4 lakhs of rupees. If the University Grants Commission or the State Government provides us with a 50% share of the increase, we should be able to effect the change.

C. D. Deshmukh : Are the affiliated colleges going to raise their incomes by admitting more students ?

T. M. Advani : No, not more than permitted.

C. D. Deshmukh : So far as the University Grants Commission is concerned, we have no objection. I have suggested that fees should be rationalised and where they are low, they should be raised. But this other point is of great academic importance, for we do not wish the affiliated colleges raise additional revenue, in order to raise their teachers' salaries, by increasing their work load.

T. M. Advani : May I make the position clear ? Many of the colleges already have a large number of students, but they hardly make profits as they are spending on their development schemes. Now, certain developments such as buildings, libraries and laboratories, will have to be postponed to provide relief for the teachers. One way of doing this would be by extending the period of the college development plans by say a couple of years. Indeed, in this centenary year of the university we have decided to make the teachers happy.

Subject like English, Economics and Nuclear Physics differ considerably in providing the possibilities for research. So it is not, perhaps, right to condemn a teacher just because he is not doing research. This is an extreme view for, in fact, we do need good teachers as well. I support the different suggestions for improving the living and working conditions of teachers which have been put forward in this conference and, in particular, the suggestion of Mrs. Mehta for providing interest free loans for building teachers' quarters.

B. N. Jha : On the basis of my experience, I should first like to say something about the teacher-politician. A teacher is as much a citizen of a free country as anyone else; and being highly educated he is bound to think over the burning problems of the day and, therefore, have some kind of a political ideology. I maintain that there should be no objection to this particular feature of a teacher's mental make up. But, when the teacher has joined some political party, then he wants to be a member of the Central or some State Legislature. On this particular issue, the opinion of this house seems to be divided. Professor Doraiswami has said that the teacher should not be allowed to become a member of a legislature, whilst Dr. Rao sees no objection in this, provided the teacher remains independent. I am inclined to agree with the former. Indeed, we had in Allahabad some very senior members of the university who were, and still are, in the State Legislature. But, what does an election cost ? What does an election process involve ? It is only those who have seen the thing actually happen that can realise the full implications. A prospective candidate for an election spends so much time and energy in trying to get himself elected: and then, if there happen to be two candidates from the same constituency, as was the case at Allahabad some time ago, then even the social relations of the two teachers are subsequently strained. The two spent their time, which should have been spent in the service of the university, firstly, to fight the election and secondly, to set an unfortunate example to the students to be followed later in the union elections, and that with disastrous

results. Even granting that this might have been an extreme case, I still maintain that the total effects are far from being healthy for the university. I, therefore, submit that teachers be prohibited from being elected to any legislature.

Dr. Rao has appealed to Dr. Deshmukh to use his postion to influence public opinion for providing due respect to the teachers. This is certainly one of the processes which may be adopted, though this is not the only agency on which we teachers should depend. If we teach well, if we continue to expand the bounds of knowledge, if we improve the human relations within the university and if we make our presence felt, then society would acknowledge our rights and give us the place we deserve.

D. Ram : There has been such a large increase in the number of colleges and universities during the last decade: and the demand for qualified teachers in the colleges and universities is so great that the appointing authorities have often to be satisfied with relatively mediocre personnel having poor academic qualifications and little aptitude for teaching.

Many young men accept a post in a college or a university, mainly with a view to preparing themselves for some better paid posts. The exceptionally large number of teachers taking the I.A.S. examinations shows that a low percentage of the members of our teaching staff has chosen the teaching profession as a vocation. Many of them stay in their posts because they cannot find anything better. There are cases which show that teachers have preferred to accept jobs carrying less pay but with better chance of earning some extra gratification. The Indian Republic connot allow such careerists to have the charge of educating the succeeding generations.

The insistence on pre-service training qualifications for every person desirous of joining the teaching profession should go a long way in weeding out such self-seeking persons from the colleges. This, however, is the least important reason for providing pre-service training. A course of training for a full academic session will have several other advantages. First, it will provide training for a selected group of properly qualified persons to acquire those qualities which will equip them to train others by the example of their own life and conduct. Highly specialised persons teach in the universities different branches of learning but, apparently, no one teaches the students how to acquire wisdom as distinct from mere knowledge. These specialists very often lose sight of the fact that education is a means to the understanding of reality. The brilliant products of our universities learn so many things but seldom do they get an opportunity of knowing themselves. Without, however, a direct acquaintance with the values of life, it is impossible for a person to become a teacher. The pre-service training of teachers should be so designed as to impart real knowledge of the meaning and purpose of life, mode of conduct and department and the method and technique of inspiring young scholars to lead a life of self-discipline. This is an ambitious scheme no doubt, but I believe it is not too ambitious. Without such a course of training we are apt to find young persons who do not know the value and meaning of life themselves and, therefore, are utterly unifit for training the future citizens of India. They have scanty notions of discipline, which has become an urgent problem specially because many of today's youth have passed through the critical days of political turmoil in their boyhood when disobedience was extolled as a virtue! Many of them have got very little

respect for experience, old age, learning or authority. Being cynics and scoffers themselves, they expect to elicit little respect from their own people. The *Snatakas* of the age of the *Upanisads* were given sound training in how to behave in their life; and at the time of departing from the *Tapaban* of the *Guru*, they were solemnly charged with the sacred duty of maintaining the dignity of the scholarship they had attained. It is necessary now to place before the aspirant teachers those ancient Indian ideals and the experience of gentlemanly behaviour which had been evolved in course of centuries.

The problem of maintaining discipline in the seats of higher education is assuming greater importance every day. The best way of solving it is to divert the activities of young students into healthy channels including sports, games, co-operative living in hostels, self-management of messes, debates and symposia. However, the lead in all these matters should be given by the teachers themselves.

Every job requires some period of apprenticeship and the college teacher's job should be no exception to this rule. In the university teachers' training college there should be special courses for teaching the techniques of enlisting the cooperation of students in extra-curricular activities. The psychology of school children is appreciably different from that of adult scholars in the colleges and the universities. Besides, it is often seen that a learned scholar is not necessarily a successful teacher. The art of making a lecture interesting, instructive and thought-provoking has got to be learned carefully by every one who wants to dedicate his life to teaching. It is not beyond the power of highly intelligent young scholars to learn this art through practice. The teachers who have been eminently successful in their profession should be recruited as teachers for the proposed training colleges so that both by precept and example they may initiate the students into the secrets of their profession.

Education in India is tending towards early specialisation which is not healthy for intellectual development. To remedy this, the universities are now considering the introduction of General Education courses. This task will be facilitated considerably if the young teachers in the universities are themselves similarly educated. These courses should be so designed as to impart the knowledge of the relation of students to the historical development of culture in the broadest sense of the term, to the relation of man to the universe and also to the socio-economic problems of the age. There should be a correlation between the specialised study of a subject and the general trend of culture and civilisation. Teachers who are endowed with a broad outlook will certainly be better suited for initiating their pupils into the values of life. In imparting General Education to the teachers, however, the importance of being accurate should not be lost sight of, without which clear thinking cannot be developed even in the humanities and the social sciences.

Another problem which can be tackled in the university teachers' training colleges is that of initiating the young scholars to the methods of research. With the starting of the new universities, it has become increasingly difficult to enlist the services of eminent researchers who can initiate their younger colleagues into the methods of research. At the honours and post-graduate stage the energy of students is usually absorbed in gathering knowledge which has been handed down. They do not get sufficient time for acquainting themselves with the methodology of research, though the

most important function of the universities is to promote the advancement of learning through research. It is, therefore, necessary to have in every university teachers' training college a few eminent professors who can impart instruction in the general methods of conducting research.

It seems neither necessary nor feasible to have a university teachers' training college in every State. The resources in money and men which an individual State possesses may not be adequate for maintaining such a college of its own. Moreover, in many of the States the recurring demand for university teachers may not be sufficient for setting up such an institution. For more than one reason, therefore, it will be best to have one central college for those who will be engaged in post-graduate teaching and a few regional colleges for the teachers of undergraduate classes. The quota of seats for each State should be fixed with regard to the number of colleges and universities in each State and also with regard to the monetary contribution of each. These, however, are questions of detail which can be worked out later if once the principle is accepted. Indeed, higher education in India is facing a crisis today and one of the ways of solving this problem is to arrange for pre-service training for college and university teachers.

VII

PROBLEMS AFFECTING UNIVERSITY STUDENTS

Problems Affecting University Students

V. K. R. V. Rao : In the first place, I should like to stress the importance of providing an agency for contact between the students and their teachers. I entirely agree with the observation of Prof. Bose that it is only by this contact that the university can function. My impression also is that even in our ancient systems of teaching the greatest emphasis was laid on the relationship between the teacher and the student. To achieve this, we have recently started a system in Delhi University. The students in each college or department are divided into a number of groups of about 10 to 20 individuals. Each group is assigned to a teacher with whom the students' relationship is visualised to be something similar to that existing between the Cambridge tutor and his students. In the Delhi School of Economics, where I was until recently, we not only introduced this system, but I also suggested to my colleagues that they should set apart some fifteen minutes or so each day when they would be available to their wards without prior appointment. The possibility of the wards being invited to tea by the tutor was also suggested, or introducing some other way of informal contact. There is not the least doubt that such intercourse, whereby the students see the teacher as a human being and not as a petty tin god who brooks no contradiction, freely indulging in *obiter dicta,* would make a lot of difference in the whole problem of student discipline, understanding and the satisfaction obtained from university life.

However, it is not enough that the student-teacher relationship be confined to impressions in human terms. It is even more important that the university should definitely try to stimulate the intelligence and the imagination of the students. I have no doubt that one of the reasons for the so-called indiscipline or lack of interest in the student world is the method of teaching employed in the Indian universities. It is not possible to maintain the interest of the student by lecturing to him or by appealing to his memorising ability. This is dull and becomes a routine with which the student gets bored leading to his frustration and lack of satisfaction obtaining from his college years. To remedy this situation, the ideal method would be the tutorial system of Cambridge and Oxford, where a teacher has a couple of pupils with him for an hour a week. Unfortunately, this is rather expensive and, as an alternative, I should like to suggest the Syndicate System adopted at the Willingdon Defence Academy. Indeed, we have tried this lately at the post-graduate classes of the Delhi School of Economics with remarkably happy results. According to this method, we took a group of 30 students for a seminar, divided into three equal sub-groups, each with their own leader, so to speak. A subject was set for the seminar and each sub-group meet separately, discussed the subject and a paper was prepared. In the next meeting the leader presented the draft paper which was then re-discussed and finalised for presentation to the joint seminar. Thus, finally, we had three students presenting papers and the rest, having already participated in the discussion were further able to contribute to the joint session. I have found this method very stimulating for all.

Then, I think we, in India, pay very little attention to the problem of personal hygiene of the students. In the past, counselling on emotional problems has been severely neglected, but this is becoming increasingly important with advancing co-education, increased women's colleges and the generally greater extrovert tempo of modern civilisation. The introduction of *jazz*

and *rock-'n'-roll* and the advent of foreign students in large numbers have also contributed in accentuating this problem in recent years. I am sure Mr. Advani would agree with me that newer problems of adjustment are being created which do need some kind of service for student welfare. This is a delicate subject and needs a careful approach, though I am not advocating the psychiatric craze with psychoanalysts wandering about everywhere!

I regard that aesthetics is a fundamental part of education and student welfare. As such, there should be a provision for the fine arts in every university in India. The love of beauty is not merely an emotional outpouring but involves an inherent discipline. I maintain that we should not treat the fine arts as extra-university subjects meant only for *sahitya akademis*, government-sponsored cultural delegations or government art institutes! We should bring the fine arts within the general life of the university. In this connection, I should like to voice my strong dissent with the youth festival organisation which does not adequately permit the students of Delhi University to attend the programmes. Moreover, I do not approve of these national competitions for the festivals, as I consider that the university should, more appropriately, have a festival of its own, where the students from different colleges and departments can participate more freely.

If we want to ensure that the universities do mean really something to the students, we have to tackle the problems of their emotional and spiritual integration. The students have emotional impulses and, indeed spiritual requirements, even though we in this country, especially those belonging to the Hindu community, have lost our fulcrum. This is a subject of great importance and I cannot do it justice in a short space of time here. As you are aware, the University Grants Commission proposes organising a seminar on the subject of creating conditions under which it would be possible to promote this integration amongst the student community, and so I just mention the topic and pass on.

Regarding Physical education, I wonder how many universities have gymnasia, swimming pools or opportunities for yogic exercises. At least, in my university, we do not have such facilities.

C. D. Deshmukh : Has any application been made for the youth welfare grant for a swimming pool here?

V. K. R. V. Rao : I do not know, Sir.

C. D. Deshmukh : Almost every university has built one. A grant with a ceiling of Rs. 35,000 is given towards the construction of a swimming pool, provided the students put in a little personal labour.

V. K. R. V. Rao : I believe Gwyer Hall, one of the halls of residence of the university, has taken advantage of this scheme.

C. D. Deshmukh: A grant can be made every year.

V. K. R. V. Rao : Thank you, Sir. We shall certainly take advantage of this.

Then, there is the question of student societies on which I am particularly anxious to canvass the opinion of my colleagues. We have a large number of societies in our universities of which many are not even registered. We do not know how they get their funds nor how they disburse them.

Sometimes if I may say so, foreign funds of a disturbingly large magnitude get involved. Indeed, talking of student-politicians, I think they emerge because of the existence of many such organisations. I should like to suggest and, in fact, this is what I propose to do in my university if my colleagues agree, that legislation be introduced for the registration of all university or college societies to ensure that they observe certain rules for elections, methods of keeping accounts and similar other things. We are anxious to encourage the process through which students should find an outlet for their latent energies, qualities of leadership and for the development of human relationships. Unfortunately, we have in our universities certain very undesirable elements many of whom are in contact with embassies, planning trips abroad and obtaining money from outside sources. All this has a very demoralising effect on the student community and should be stopped.

In the same connection, I may suggest that, like the universities in the U.S.A., we should also have a good union buildings with canteens and accommodation for students' guests to encourage inter-university student movement.

There is another controversial subject on which I propose to give you my personal views. You can never keep students out of politics and it is futile to tell them not to take interest in such things. On the contrary, an outlet has to be provided for the students. I suggest all political activity of the students be brought out into the open as happens in the older British universities. The whole approach depends on the realisation that so long as everything is said and done openly, it does not matter what the students say and how extreme are the views they hold. There should be no secrecy in such matters.

I do not want to say much on the very important problem of poor students, as this has already been discussed considerably. Sir C. P. has earlier referred to the completely unrealistic scholarships of Rs. 5/- p.m. for post-graduate students still existing in some universities. Despite the limitation of funds, I should still suggest that the University Grants Commission consider the possibility of making an investigation into the existing scholarship structure of our universities. I think that scholarships should be ample and that there is little point in giving fractional awards. I do not see any reason why a scholarship should not be treated as a loan. I made this suggestion in the first meeting of the Education Panel of the Planning Commission, but it was turned down by the Ministry of Education as impracticable. I was myself a Tata Loan scholar, besides many in other walks of life, and I consider it more self-respecting for a student to take a loan, rather than a non-repayable award, and be obliged to repay the money on the completion of his studies. This would provide a revolving and a self-sustaining fund for student help.

As a more general problem, I consider that the universities ignore the issue of student employment. We have only recently set up employment bureaux which have not as yet really met the need completely. I am proposing to conduct a sample survey on university graduates of a particular year, say 1953-54, to find out their future employment careers. It would be worthwhile if the University Grants Commission or some other body were to take interest in this scheme.

C. D. Deshmukh : This is a subject of the Planning Commission. They have got lot of funds. You may suggest it to them.

V. K. R. V. Rao : I shall do that, Sir.

Besides, I suggest the university employment bureaux be recognised by the Government and be approached for all technical and superior service appointments. The present insistence of the Home Ministry to recruit through the Employment Exchanges creates, at times, some anomalous situations. For example, quite recently, it was not realised that the Diploma in Economic Statistics of the Delhi School of Economics is as good as any Master's Degree in Economics. Indeed, the Diploma has a much higher standard for admission and passing than a usual university post-graduate degree. But, still, it was being maintained that a degree was preferable to the diploma !

As such, I suggest that the university employment bureau be linked with the keeping of student record to further obviate the difficulty of our testimonials being discounted as generous in student assessment. I understand that the authorities of the Central Institute of Education have devised a school record form for systematic student appraisal which may provide interesting possibilities for the universities more generally.

Resident students in the university always have a lot of after dinner activity, discussions and meetings of all kind. The human spirit is then more social and relaxed than, for example, in the afternoon; and if I may once again recall the experiences at the older British Universities, this after-dinner intellectual intercourse was always very profitable. Unfortunately, at present, the non-resident students do not get such advantages. As such, a home should be provided to give them also some scope for personal intercourse. It would be worthwhile if subsidised lunches were made available in a community eating place. Indeed, we should make a more systematic study of the living conditions of those non-resident students who do not live with their parents or guardians. They are generally the poorer students who cannot afford the relatively higher hostel costs. I propose initiating such a study in my University.

M. S. Doraiswami : Apropos the remarks of Dr. Rao. I may mention two schemes we have been operating in Osmania University for the past seven years or so. One seeks to help the teachers improve their own personal libraries. The university gives a grant of Rs. 100 annually to any teacher getting a monthly salary below Rs. 500 who is prepared to put aside an equivalent sum for the purchase of books. In this way, lower paid teachers are being encouraged to buy books worth Rs. 200 at least, annually. The other scheme we are operating is for a students' library. We charge every student a miscellaneous fee of Rs. 2, and the entire sum of about two or three thousand rupees is invested in the purchase of textbooks to be loaned out to poor and deserving students for the duration of their study courses.

A Member : Students are young and full of energy which cannot be completely utilised in the classrooms alone. So, unless we can find proper avenues for their surplus vitality, we are bound to have all kinds of trouble. For intellectual pre-occupation, forensic activities are needed, whilst games and extension schemes are required for physical development. But a large number of our colleges do not have adequate playgrounds and student participation in physical recreation is rather on a small scale. This is one reason for trouble in our colleges. Another contributory factor is the very bad housing situation, and many students residing with their parents are absolutely dissatisfied with their physical environment. As such, it is rather difficult to expect normal behaviour from them. We should, therefore, provide

hostels rather urgently. It seems to me that many universities may not be able to repay hostel loans within the stipulated period of 25 years and, as suggested by Mrs. Mehta, the time limit should be increased.

C. D. Deshmukh: I am sorry that is a financial problem of adjustment. But should we not consider what kind of buildings ought to be constructed and at what cost, so that whatever money is available is made to go as far as possible? I find there is a tendency to do oneself well, so to speak, with hostels.

A Member: It is agreed that we should not insist upon too many hostels. However, where the university does not have extensive grounds, the authorities have to go in for several storeyed buildings.

A. L. Mudaliar: This is not the point. Wherever extensive grounds are available, the ordinary hostels built require, say Rs. 2,500 per student. Mr. Deshmukh suggests dormitories instead, which may cost Rs. 500 per student and so provide accommodation for a larger number of residents with the available funds.

C. D. Deshmukh: Yes, why cannot we have dormitories? But you insist on single or double-roomed accommodation with a floor area of 100 to 120 square feet per student plus 240 square feet for additional communal accommodation and galleries.

A Member: If we have dormitories, then rooms for study become absolutely essential.

C. D. Deshmukh: One should consider the relative costs of buildings of both types, and one may conceivably find the dormitories half as cheap as the other, in which case would we content with the cheaper one?

A Member: We should be content. But if we have dormitories, then we must provide separate halls for study.

C. D. Deshmukh: Yes, of course.

A Member: There is a lot of indiscipline amongst the students which politicians are always anxious to utilise for their own ends. I suggest that if we have proper hostels for the students with teachers' quarters appropriately situated amongst them, then this indiscipline would be almost entirely eliminated.

R. P. Paranjpye: I should like to refer here to the problem of many students, especially in the large cities, who attend college merely to keep their terms but are not really members of the institution. Many have jobs elsewhere and attend either morning or evening classes only. Unfortunately, at present, the number of such students is on the increase.

There is also amongst a large number of people the idea that the process of education in itself is not important, and the parchment is all that matters. As such, there is a continual craze for degrees and in many universities, including mine, there are these external students appearing only for the examinations but otherwise taking no part in university activites.

V. K. N. Menon: I should like to suggest that the administration of the desirable student welfare activities, which have been recommended here,

needs the services of a full-time officer for their efficient organisation. At present no such person is available. I feel this is one of the ways in which the Ministry of Education or the University Grants Commission could help the educational institutions. A grant should be given for the appointment of Deans for student welfare.

General suggestion : One Dean for every 1,000 students.

D. C. Pavate : I agree with much of what Dr. Rao said barring two specific points. Firstly, I really do not understand his attack on the Youth Festivals. They are very popular in my University, as there is always the excitement and eagerness in students trying to go to Delhi as participants. Secondly, yogic exercises do not need gymnasia !

T. M. Advani : I agree with Dr. Rao's suggestion for student-teacher contact though the pupil-teacher ratio that he has adopted in the Delhi School of Economics is rather high (1:30). Of course, the ideal is the tutorial system of the older British universities and I should not suggest that one teacher be made responsible for more than a dozen students or so. Furthermore, I consider that not all teachers, particularly the young lecturers, are competent for personal guidance to the students.

Then, again, co-education is something relatively new in our universities and it is certainly creating problems which need tactful handling. In many of our colleges the percentage of girl students is about 25 per cent and, indeed, in one college the figure is 50 per cent and in another it is even higher. To handle the problems created, I believe, we need to have lady teachers in our institutions. Unfortunately, my colleagues maintain that lady teachers are not able to maintain discipline. My personal views are different, and I feel that a lady can certainly prove herself an efficient disciplinarian provided she is academically sound.

I disagree with Dr. Rao's attack on inter-university Youth Festivals.

Regarding aesthetics, also referred to by Dr. Rao, I think Baroda is leading the way by the institution of a degree in the fine arts.

C. D. Deshmukh : But is that what Dr. Rao meant ? I thought he wanted the fine arts to be an integral part of the life of every student, including those not taking a degree in that subject.

T. M. Advani : Yes, but I should go further !

A. K. Abraham : I agree that the absence of facilities referred to by persons in this conference has undoubtedly given rise to student indiscipline. The Vice-Chancellors have pressed for additional facilities, but it seems to me that there is, perhaps, a lack of appreciation of the opportunities that do exists. In this connection, I may first refer to the National Cadet Corps which has had a tremendous affect in improving student discipline. In particular, for example, in 1949 there was considerable student indiscipline in Patna and elsewhere in Bihar. At the time, I observed that, in quite a few colleges, the student leaders who helped to control the situation, were almost all members of the National Cadet Corps. As such, I believe that if the Vice-Chancellors gave a little extra cooperation to the National Cadet Corps authorities, much could be achieved. This does not need much money. for one could equip a band of the senior division of the National Cadet Corps particularly at the university headquarters, for a few hundred rupees. Perhaps a slight adjustment in the teaching schedule may also be needed to

enable the students to participate in their training programme and parades without much loss of study.

At present, there are only a few scattered youth hostels and so far the average student has not been able to travel about in a cheap way. If college principals could be persuaded to provide facilities in their hostels, this would greatly help the students.

A. C. Joshi : In the preceding discussions of this conference, the consideration of teachers' and students' problems has inevitably led to the associated questions of student indiscipline, the lack of contact between teachers and students and other matters. Various remedial measures have been suggested which, if adopted, would certainly go some way in improving the present conditions; but I am afraid these would only touch upon the surface of the problems. The real need is to change completely the present atmosphere of the universities and the affiliated colleges. This can be brought about, firstly by relating, higher education to the economic needs of the country, and secondly, by shifting the emphasis from examinations to learning by gradually increasing the importance of internal assessment.

Whatever the difficulties in our way of doing these things, we should resolve to overcome them and make a beginning by providing greater value to the evaluation of the students' work. We may start with a number of safeguards, but once this is done, the students would tend to place greater stress on acquiring learning instead of cramming cheap notes prior to the final examination. This is the only thing for improving the atmosphere of our universities and colleges. Increase in emoluments and other facilities with regard to houses, clubs and holiday homes would certainly give some satisfaction to the teachers but these are not likely to raise their social status. It is only assessment which can so help the educators. Indeed, if once the society and the students realise that the final evaluation of academic achievement would depend largely on internal assessment by the teachers, the entire attitude towards the latter would change both inside and outside the institutions.

A. A. A. Fyzee : Student indiscipline is a very complex problem, and I do not think that any new thing can be said on this subject beyond Mr. Humayun Kabir's analysis in his pamphlet on Student Indiscipline. Nevertheless, I should like to present an altogether new approach to the problem. Whenever I recall my three years at Cambridge, I invariably ask myself as to why I never participated in politics at the time or, indeed, in any indisciplinary activities. The answer seems to be that my leisure then was employed usefully for I had gone to Cambridge to study, quite apart from the calibre of my teachers.

I think the same seriousness of purpose is true of a large section of our students in India, but we have no money and no teachers. Still, it is to the leisure of the students that we should attend to. I do not wish to go over the familiar ground and suggest National Cadet Corps training, sports, games and hobbies. From my experience in Kashmir, it seems to me that there are students who are not interested in military activities and the other usual student pastimes. What are we going to do for them ? I think such persons are likely to be interested in the fine arts and I suggest they should be provided with the necessary opportunities. I am rather serious about this matter and it is as well to remember that Aristotle regarded music as a part of education.

VIII

ADDRESS BY MAULANA ABUL KALAM AZAD

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Maulana Abul Kalam Azad: Friends, I have great pleasure that you have assembled here for this conference. Our country is passing through a stage when old structures, which cannot persist in their existing forms, are being replaced by new ones which have not been completely realised. In particular, this also applies to the national educational system. There are signs of change in higher education in the universities. It seems that with the changing situation we should also change our methods. You are aware that the government took notice of this field some ten years ago and initiated efforts for improvement. The University Education Commission was established which, after finishing the investigations, submitted the report within nine months of its initiation. Amongst the recommendations made by the Commission, there were some which were directly concerned with the government, whereas the majority were meant for the universities themselves to implement. The government have made efforts to fulfil their share of the responsibilities; and, accordingly, several amendments were presented to the Parliament to provide statutory approval for the Commission's recommendations. Nevertheless, the recommendations meant for the universities to implement still remain to be realised and I am sure you all will join me in expressing our regret at their non-implementation so far.

Meanwhile the government have made another move and established the University Grants Commission. Although this is a *grants commission*, you are well aware that it has a wider scope in its actual functioning. The Commission not merely disburses Central funds to aid the universities, but its more important function is to help them to introduce the necessary reforms of their own preference including those recommended by the University Education Commission. The University Grants Commission has now completed a year of its existence and functioning. I was just saying to Mr. C. D. Deshmukh that the time has come to consider the first year's report and try to visualise the future programme. Apart from this, I wish to inform you that the University Grants Commission will be assisted in its work only if, occasionally, there are opportunities, such as the present one, when the Vice-Chancellors, the Chairman and some of the members of the University Grants Commission be present in a joint session to consider the ways and means of reforming university education.

There are many important issues for your consideration to-day. I have already seen yesterday's proceedings of this conference; and I hope that you will reach the right decisions in all these matters for further helping University education in the country. I shall not go into these details at the moment for you are currently deliberating over them; nor, indeed, shall it be possible for me to say anything much in a short period at my disposal. So I leave that to you, for this is your responsibility to discharge. Anyhow, I hope this conference will not be the last of its kind, and that there will be similar meetings in the future as well. Indeed, there is a great need for such conferences to consider diverse problems of University education.

With this I thank you all for your accepting the invitation of the Ministry of Education to participate in this conference. I wish you a hearty success in your deliberations.

IX

SCHOOL BOARDS AND UNIVERSITIES

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S. K. Mitra : Under this general topic I should like to discuss the particular problems of transition from school to college, which need your careful consideration; and I shall indicate briefly the relatively more important ones and the directions in which their solutions may be found.

You know, more than I do, about the increasing pressure on the colleges for admission, especially in the colleges of science, engineering and medicine. This pressure, however, is likely to increase in the near future due to various reasons, of which I shall mention a few:

1. Our Five-Year Plan has placed a high premium on scientific and professional personnel. There being a high demand, more and more parents are likely to push their wards to the colleges. Students themselves would also perceive the demand and seek admission, for the chances of employment will be very high.

2. Population is increasing; additional schools are being opened in order to reach the goal of universal education. So unless steps are taken to absorb in different occupations a large proportion of the pupils completing their school education, more and more students would seek admission to colleges.

3. As the economy of our country changes in the directions expected by our planners, the size of the middle class is likely to expand, and with it, the typical middle class demand for white collared jobs.

4. The value of higher education in various fields has been emphasised, directly or indirectly, by our leaders. This has been supported by the apparent correlation between average income, status, power, prestige and the kind of education of the individual. Besides, in a country like ours there is a strong Brahmanical tradition, which makes the high value of college education not only acceptable, but even the cherishable goal in life.

Now as the number of seats in the colleges are limited, the pressure for admission creates an important decision problem, *viz.*, who should be admitted? Each college is faced with this problem at least once in a year. In solving this, the usual method adopted has been selection on the basis of certain criteria. These criteria can range all the way from marks received in the Final School Examination to the appearance of candidates. Each college has its own set of criteria, some explicit and some implicit. Now, in using any criteria pertaining to a set of characteristics possessed by the student, it is tacitly assumed that the criteria are predictive of future success in college. In other words, it is assumed that those students who are found to possess certain characteristics up to the criterial level, are also likely to do well in college education. Usually, the collge admission authorities judge each candidate with regard to the person's chances of passing the examinations in various subjects, and the judgment usually takes the form of the statement: A will pass, B will not pass. Quite frequently, a college will arrange its applicants in a rank order on the basis of division and marks obtained in the matriculation or the final school examination. Then the authorities will run down the list and select the quota according to the number of seats in the college. Some professional colleges have started

giving their own examinations for admission, which are of the usual type, though they also include oral tests. In the ultimate selection, results in the final school examination and in their own written examinations, as well as oral tests, are used. Sometimes the marks on all these are added together to yield a total score, whilst on occasion, multiple cut-off points are used. It, thus appears that the solution to the admission problem has been usually that of selection on the basis of certain criteria. But the colleges vary considerably in their choice of criteria, the standard of each characteristic, the ways in which the characteristics are observed and the manner in which the observations are used in the final selection. It is not known to what extent which method of selection achieves its end, but judging by the number of college failures, complaints from parents, student dissatisfaction and the large number of failures in the degree examinations, one can hazard a guess that the method of selection is not doing much better than mere chance.

Careful thought needs to be given to the problem of selection and admission to the colleges. The problem has become more important in view of the changes introduced in Secondary education and also with the introduction of the three-year degree course. In the present system, there is to be a year's preparatory course before the students take the degree or professional courses. The name 'preparatory course' suggests (and this has been elaborated by the Mudaliar Commission on Secondary Education) that the students coming fresh from schools need a year of preparation before they take the regular college courses for various degrees. Such a preparation, again, is necessary in view of the changes in the aims of Secondary education. In America, currently, there is a controversy between the preparationist v/s the educationist view of school education. There are some who think that the aim of the schools should be not only to develop the talents and abilities of pupils, but also to prepare them for college. In our country, the schools were a sort of selecting and processing agency. Their main job was to so process the pupils that they emerged from schools fully prepared for college education. The matriculation examination certificate was more a stamp of preparation for college than a record of their educational development. This was because of the dominance of the preparationist view of school education. The result of this system has been disastrous. That is why on very careful consideration the Mudaliar Commission on Secondary Education recommended different aims for Secondary education. Today, it is the educationist point of view of school education which is dominant. Accordingly, Secondary schools should aim at education in its widest sense, so that out of the Secondary school may emerge a healthy, well-developed personality rather than the store-house of ill-digested facts that used to be the average student matriculating from our schools. Naturally, then, a year of preparation will be necessary before the school-leavers can successfully cope with the demands of the college. Unlike the matriculation, the Higher Secondary Examination will be a record of educational development rather than of how well a student crossed the last hurdle. Unlike the schools of the past, the Higher Secondary Schools will not be a sorting or screening agency. The problems of the college admission authorities for selection will, thus, be somewhat different. The admission policy of the college will have repercussions on the schools for if the colleges admit only those who have high marks in the school examination, securing high marks would be the hall-mark of success and parents would soon start complaining against the school for not preparing their sons for entry into the colleges. Then again, if the college authorities find at the end of the one year preparatory course that there are a number of students who are not fit to take the degree courses, the parents would again complain that the preparatory year is useless or that their wards

should not have been admitted to the college at all, only to waste one valuable year, not to speak of the money in these days of a rising price index. Then there is the broader consideration from the point of view of the new social order which our leaders are trying to bring about in the country, *viz.*, who shall be educated? A sociological analysis of education would reveal that education is related to social factors like caste, class, ideology and values. Above all, there will be administrative problems created by the fact that each student would apply for admission to various colleges to take a chance. He may be selected by one or more colleges but he will join only one, thereby blocking a seat in every other college where he applied, obtained admission but did not join. Waiting lists are quite common in our colleges for this reason and so also the tendency to get information through the office surreptitiously or even by other means.

One of the ways in which the problem of selection and admission can be handled is illustrated concretely in the activities of the College Board in the United States. Some such organisation of schools and colleges in our country on a regional basis, organised specifically for selection and admission purposes, may be a point worth your consideration. Selection today can be objective and gradually improved by the use of psychometric methods and other statistical techniques. This, however, requires a body of psychologists, statisticians, school and college teachers, college admission authorities and university representatives who would think through the problems and work together to develop objective methods of selection and placement. Placement is no less important than selection, particularly in the new scheme of the one year preparatory course. This, however, will only be a partial solution of the problem.

Another way of attacking the problem may be to extend the selection back in point of time to the last two years of the high school. During these two years, under careful and planned observation, it may be possible to locate talents and those students whose record of educational development strongly indicates college education. Such students may be encouraged and may even be admitted to colleges without going through the process of selection at the end of school. Now that we are having or going to have an educational and vocational guidance bureau in each state, teacher counsellors and school psychologists, it should be fairly easy to do this, if properly planned, along with the use of cumulative record cards. This will save the college administration a lot of time and headache over the rush of admissions. There will still be a need for an objective selection procedure for those students whose records at school do not give clear indication of college education. Then there are students who are called "late bloomers". Like some flowers they bloom off the season, *i.e.*, the rate of their development is slower than that of others of their age in school but all of a sudden they make up their deficiency. There is a need for objective selection procedure for such students also.

Besides the problems of admission, selection and placement, however, there are some other major problems in the transition from school to college. Transition means change and in the case under discussion, it means change from one kind of situation to another. Every student that comes to college has to cope with the problems of adjustment in a changed situation. A college is very different from a school in its needs, demands, atmosphere, method of learning, ways of student grouping and even in the personality of teachers. Besides the situation, there are changes within the individual

student due to the age at which school education ends and college education begins. The problem of adjustment is by no means easy under such circumstances. Many a problem of student discipline, or indiscipline, if you like, can be related to the unassisted effort at adjustment of the young people in college. Many students have the intellect necessary for college success but cannot use it effectively, because of the anxiety aroused in the process of coping with certain aspects of college life for which they were ill-prepared at home and school. To help young people in their efforts to cope with the demands of life and situation at the college, we had so far some humane faculty members acting on their own. Again, it is worth your consideration how the problems of adjustment involved in transition from school to college can be best handled. One of the ways this can be done is to have trained teacher counsellors in both the colleges and the schools. Another way would be to establish a student counselling centre in each university where the students can readily go for advice.

Whatever has been discussed thus far will not give a satisfactory solution unless certain other things are also done. One of these is the forecasting of demand for college education by using certain statistical techniques. The results of such forecasts should be of great value for any university in planning its admissions and future expansion.

If, however, it is considered desirable to reduce the demand, the forces at the back of increasing pressure on the colleges should be controlled. Thus, more and more students may be channelised in other directions like technology and occupation just after, or even before, they finish their school education. This needs vocational guidance and counselling with schools, students and parents, carefully planned propaganda to make the alternate avenues look more attractive than or, at least, as attractive as, college education. Financial assistance may be made much greater for students entering vocational schools than to college entrants. School curricula may be so planned that students begin to develop non-academic interests as much as the academic ones. Needless to say, all this requires, again, the co-ordination of school and college administrations so that there is a better appreciation of the difficulties which both have to face and also a growing realisation that both can help each other and also the society by developing a system of education which the country needs today.

A word of caution is needed at this point. In the endeavour to reduce the pressure on the colleges by the process of channelising at the earlier stages of the educational development, we may be throwing out potential talent. So this has to be done very carefully to ensure that the lure of financial or other prospects may not take away from the university some of the best that the community could give to the nation. We need leaders in all fields as much as we need the technicians.

Let me summarise what I have said so far: The pressure on the colleges is likely to increase due to various reasons. When the number of applicants for admission is much greater than the number of seats in a college, the problem is one of choosing those who are likely to succeed in college. Various methods of selection are used, but it appears from indirect evidence that they are not much better than what would have happened if selection was based on the throw of a coin. The number of college failures can be reduced by objective methods of selection based on psychometric and other statistical techniques. For this purpose an organisation like the College Board in the U.S.A., is necessary which would have representatives

of schools, colleges and universities apart from specialists on its staff to develop objective and better methods of selection to reduce the administrative problem in the colleges caused by the pressure of admission and, more important, to reduce college failures. To reduce the pressure it has also been suggested that selection of talent be done in the last two years of the High school. in collaboration with the school psychologist on the basis of the cumulative record of educational development. The school psychologist and the State vocational guidance bureau may help in reducing the pressure further by channelising students in school to vocations. This, however, should be done carefully. Along with it, a forecast of demand for college education may be done regularly. This will help the universities to plan admission policy and the extension of the colleges. Other measures to fight some of the forces helping the increasing pressure on the colleges have also been suggested. But transition against the background of the new Secondary education has many other problems. One of the important problems is the adjustment of students to the colleges, a failure of which is reflected in indiscipline and other behaviour disorders. Counselling has been suggested as a possible solution.

R. K. Bhan : So far the practice has been that the Boards of Secondary Education in many States conduct a school leaving certificate examination, which also provides a basis for entrance into the universities. Where such Boards do not exist, the universities conduct a matriculation examination, which provides a similar criterion for admittance into the universities. The latter procedure ever since its introduction has been found to make university requirements dominate the high school curricula and the matriculation examination. This has led to great wastage and an unsatisfactory state of affairs. As such the Secondary Education Commission has strongly recommended that, for improving the system of examination and the character of education in general, some recognition should be given to the work of the pupils during the school period as given in their cumulative records. If the procedure recommended by the Commission is implemented, then a separate examination for selection to the university should not be necessary. It may be pointed out that the Secondary Education Commission has further recomended that there should be only one external examination at the end of the school course. It has also observed: "It is, however, open to those concerned with the selection of pupils for higher education, university, technical or otherwise or for those authorities which recruit for public services to determine the exact standard of achievement required for candidates in the several subjects". It is clear that in this recommendation there is no implication that a separate examination should be conducted by the universities for selecting the students. All that is implied is that the universities could specify the standards of achievement for the candidates seeking admission. If a separate entrance examination is conducted by the universities, secondary schools would be preoccupied with the work of preparing students to meet the university requirements. Unless this examination is conducted a year after the completion of the higher secondary or high school course, as the case may be, the last year's work in the schools particularly would concern itself with the entrance test of the universities. Hardly 15% to 20% of the students from the high schools proceed to the university, and an examination of this kind would thus adversely influence teaching for the majority of students. It is, therefore, not desirable to have such a selection test.

Also, with the conversion of High Schools into Higher Secondary schools it is expected that the quality of the students leaving the schools would be

greatly improved. In view of their greater maturity, they would be in a position to decide for themselves whether they should proceed to the university or not; and, as a fairly high standard of attainment, assessed on the basis of the examination results and by the school records, could be set up, the need for a separate selection examination for university entrance should not arise.

At present Boards of Secondary Education include a very large number of representatives from the universities. The Secondary Education Commission recommended five nominees of the university of the region in a Board of 23 members. The proportion may be regarded as adequate. The headmasters of Secondary schools are given hardly any representation in the university bodies. Some universities provide for their representation in the Senate and the Academic Council, but they are rarely nominated either to the Boards of Studies or to the Boards of Examinations. It is necessary that in these Boards, headmasters of High or Higher Secondary schools should be given some representation so that the point of view of the Secondary schools may become available for framing syllabi, laying down criteria for selection and for examinations.

The conference may be invited to consider the somewhat static position in several States regarding the reform of Secondary education, as some universities have not taken steps either to introduce the three-year course or to recognise the Higher Secondary Examination. In some States, High schools were converted into Higher Secondary schools as early as 1956, but the syllabi have not been approved by the universities. The uncertainties of these institutions in regard to the recognition of their certificates may well be imagined. Reform in Secondary education, particularly in respect of the lengthening of the courses and the content of the syllabi, is linked up with the future of these students. The institution of pre-professional courses and the re-organisation of the first degree course into a three-year pattern should be regarded as a precedent for the effective introduction of the reforms agreed upon by the State and the Central Governments in respect of Secondary education. The Secondary Education Commission has recommended the introduction of the pre-university course as a transitory provision to meet the needs of the students of those schools which remain ordinary High schools. It is, therefore, necessary that the universities should take early steps: (1) to introduce the pre-university classes and to abolish the Intermediate examination; (2) to institute pre-professional courses; and (3) to reorganise the first degree course into a three year course, providing appropriate groups for the entrants with diversified courses from Higher Secondary schools.

It may be pointed out that the number of High schools converted into Higher Secondary schools has not shown the increase expected under the planned programme. This delay is due to the slowness with which the universities have approached the problem.

C. P. Ramaswami Aiyer : I should like to know what has happened to the report of a committee that was appointed for the purpose of examining the possible diversion of the students from the universities by resorting to such systems of education, training and employment which make Secondary education not a mere corridor to the universities but a purposeful end in itself and introductory to various vocations. The problem of university admissions would very much depend upon governmental decisions on this report.

K. L. Shrimali : No final action has been taken by the Central Government as the State Governments are being consulted.

A Member : I am entirely in agreement with Dr. Bhan that no separate entrance examination should be conducted by the universities; for otherwise the students would be put to immense trouble, *i.e.*, they would have to appear at two examinations, one conducted by the Board of Secondary Education and the other by the university. As such, the students would have to prepare for an examination twice and also to pay fees on two occasions. This would also be an unnecessary burden on the teachers.

There has been some delay in changing over to the Higher Secondary schools in most of the States, which is inevitable because the additional buildings and staff are not readily available. Nevertheless, some Higher Secondary schools have been started in many of the States, though wherever the innovation has been made and the university has not introduced the three-year first degree course, the students may be admitted to the second year of the Intermediate. However, we have introduced a pre-university course. Then, quite properly, the products of this course and the Higher Secondary schools would be able to join the university straightaway.

R. S. Joshi : As the Secondary Education Commission has rightly pointed out, Secondary education has a twofold purpose ,*viz.*, it is a terminal stage in education when a person can enter life; and it is also a preparation for the university. It is from the latter point of view that the relationship between the universities and the Boards of Secondary Education assumes vital importance. I am also inclined to look upon the matter from another point of view regarding education as a process which commences from the pre-Primary stage and continues right up to the university. A co-ordination between the different stages is, therefore, essential. Indeed, in all matters connected with the development of the personality of the child, a proper liaison between the various agencies cannot be overemphasised. Now, education at the Primary stage is controlled by the Director of Education who arranges the framing of the curricula. At the Secondary stage, the Boards come into the picture, though here also the Director of Education, as the Chairman of the Board, as is the case in most States, is the co-ordinating agency. In Uttar Pradesh, the Department of Education and the Boards have agreed to have mutual consultations for the preparation of the syllabi. Unfortunately, there is no such co-ordination between the Boards of Secondary Education and the universities. I should, therefore, suggest that the Boards of Studies or the Academic Council of the university should invite representatives of the Boards of Secondary Education whenever any issue of common interest arises, or at least, invite the opinion of the latter in the matter.

The need for co-ordination between the universities and the Boards of Secondary Education having been realised, the second issue that arises is whether or not the various university bodies should have representatives of the Boards of Secondary Education and *vice versa*. As far as my information goes, the Boards have representatives of the universities. For instance in my State, as many as 10 members out of 35 represent the State universities and the two all-India universities located over there. But, I am afraid, most of the universities do not have a representatives of the Boards on any of the university bodies. I know of only one university, namely, Agra, which has a representative of the U.P. Board on its Senate. It is, therefore, for the consideration of this conference that other universities should also follow

this example. In my opinion, such a step would be to the mutual advantage of both the universities and the Boards of Secondary Education.

Every university, affiliating or teaching, conducts examinations, the difference being only in the number of candidates examined. That our examination system needs reform cannot be denied, and at the instance of the All-India Council for Secondary Education, a lead has been given in the matter. I understand an examination unit is being set up by the Council and a conference of the Chairmen and the Secretaries of the Boards of Secondary Education held at Delhi in April last has, I presume, initiated the matter in the States as well. I believe the reform of the Secondary stage alone will not do. We have also to improve the degree examinations of the universities, and here again close co-ordination between the universities and the Boards would be necessary. Examinations should form an integral part of our educational process, and not that the system of education should be ridden by examinations. I fully agree with Dr. Bhan that there is no need for a separate university entrance examination, for as soon as our examination system is reformed, we would be able to provide more objective tests and obtain greater reliability by taking into consideration the cumulative school records.

I should also like to refer to the need of establishing a confidential section in the office of the Registrar in the universities. The Public Service Commissions which conduct examinations do have such a section. The Board of High School and Intermediate Education in Uttar Pradesh felt the need of such a section, and its creation in 1955 has resulted in definite improvements. The functions of this section include all examination work of a confidential nature—from the appointment of examiners and moderators to the announcement of the results and the scrutiny of the answer books. As such, we do not give out the names of the examiners to the superintendents of examination centres with the result that the regular erstwhile campaign of approaching the examiners by the candidates immediately after the examinations has, I am glad to say, been almost completely stopped. I am told the University of Agra has also done likewise.

In this connection, I may point out another problem which has recently arisen in the U. P. intermediate examination held at the end of class XII. The paper setters and the examiners for this examination are mostly men from the universities who evaluate the answer books with due regard to the needs of the universities. Let me admit that our intermediate results do not show a high proportion of successes which have ranged between 45% and 50% during the past eight years. But in the B.Sc. classses of the university where only first and very high second divisioners were being admitted, it has been observed that after two years as many as 50% of these students failed in their degree examination. I do not know the conditions prevailing in other universities, but this enormous waste in U.P. calls for serious consideration. There is something wrong somewhere and the sooner it is set right the better. This particular example further elucidates the need for closer co-ordination between the universities and the Boards. In other matters also, such as student welfare, discipline and co-curricular activities, this co-ordination is very desirable.

Finally, I believe that close contact between the teachers of the universities and the Boards of Secondary schools would also prove helpful. Where there is a university, its library should be open to the Secondary school teachers in the way it is accessible to those of the university. The Secondary

school teacher, whose financial resources are too meagre for purchasing the latest publications in his subject, will thus get an opportunity for improving his knowledge of the subject and add to his efficiency. I should also suggest that in all academic functions held in the university, teachers of Secondary schools ought to be invited and *vice versa*.

Hansa Metha: Sir C. P. has raised a very important issue, for so long as a university degree is the minimum qualification for the public services, it would be extremely difficult to prevent the rush to the colleges and the universities. As such, when the governments are anxious that the universities should start reforming their courses, I think it is very desirable that decisions on reports like the one mentioned above should be expedited.

In Bombay State, we have not yet started a single Higher Secondary School. I believe there was some discussion in the Secondary Education Board of the State whether the school course should be of 11 or 12 years' duration. At present, the school leaving certificate course is of 11 years and we are insisting that the period be enhanced by another year. I do not know if a final decision has been taken, though we have started a preparatory class in the university. We have a selection not only for the three-year degree students but also for pre-medical and pre-engineering candidates. Now I wish to know whether after passing the Higher Secondary School Examination, the students are expected to be admitted directly to the professional colleges, for I am afraid the universities would insist on an entrance examination.

Then, with regard to representation, we have on the Senate representatives of headmasters and teachers of the local Secondary Schools. As such, I do not think it necessary to have a representative of the Board of Secondary Education also on the Senate.

N. S. Pillai: The point was made that Secondary education marks a complete stage. If this is so, and keeping the recommendations of the Secondary Education Commission in mind, it seems necessary that effort should be made to introduce the Higher Secondary education pattern in all the States. May be, there are difficulties in bringing about such an innovation, but in view of its agreed utility, I doubt if it would be wise to continue in the old way. As such, I believe the sooner the governments, the universities and the public try to implement the Commission's recommendations, the better. Apropos the remarks made earlier, there may be need during the transitional period for a person passing the Higher Secondary School Examination to be admitted to the second year of the intermediate, but there should be a time limit to such arrangements.

There is certainly need for closer co-ordination between the Boards of Secondary Education and the universities. In this connection, it is worth remembering that the teachers of the Secondary schools are all from the universities and, conversely, the majority of the students from the schools enter the universities. As such, it is worthwhile for the universities to be represented on the Boards of Secondary Education and, similarly, the representatives of the Boards or headmasters having university representation. In Madras State, five members from Madras University and one more from Annamalai are on the Board of Secondary Education. There is provision in the Madras University Act for headmasters' representation in the Senate. If this is not enough, better methods need to be devised.

S. N. Bose : One point strikes me. Uptil now Secondary school teachers have been trained in the universities. To change the pattern of secondary education in the country, the 10,000 existing schools need to be altered, requiring teachers trained to newer methods of instruction. Where are these teachers? I think, to change these 10,000 into efficiently run multi-purpose schools, more than 30,000 new teachers would be required. How are these teachers to be trained and where? I presume this problem has to be tackled by a conference such as this, for in the past, the universities have regarded the training of school teachers as one of their functions. I think this is a very important point if the present educational system is to be transformed and developed, and in particular, if the Secondary schools are to be made into gateways for vocational training. Indeed, the schools should be transformed for providing a broader basis for education. For instance, there should be teachers capable of teaching the preliminaries of technology to students destined for higher technological institutes, and so also science teachers for the necessary scientific instruction. But these problems have not been tackled as yet. I know, in my State at least, that these issues are creating great difficulties. We have heard in this conference, whilst discussing the problems of university education, that there is a shortage of funds. Now, for example, if it is suggested that a moderate elementary science laboratory and a workshop are necessary for all the schools, then where is the money going to come from for such widespread development? We really suffer from a general disease of formulating plans without taking into consideration as to how these plans would actually be implemented!

Secondly, a word about examinations. If our schools are really well organised and provided with capable teachers, and if we know what would be expected of a prospective entrant to the university or the technological institute, then such education could be provided appropriately at the school stage, with the teachers themselves providing a final assessment of the student's worth by taking into consideration his entire school record. As such, to a large extent, this present expensive and irrational examination system should disappear. We are helpless to eliminate the various evils of the system and so we should be resolute enough to change it. We are faced with a new era, and the examinations cannot be regarded as the real purpose or the end of education. As I have already remarked, the teachers are the best assessors of their students; and if the teachers are chosen carefully, we should trust their judgment both in the schools and the universities. I am sure that on the completion of the secondary school stage, the teachers would be in the best position to provide the necessary vocational guidance for their pupils. But, so far as the universities are concerned, they are best left alone to judge the suitability of their entrants whether by an examination or by some kind of an interview. This is so at present, and perhaps every university and professional institution would like to reserve this right for itself.

Finally, I think it is time to abolish this preparatory class and frankly go over to a 12-year course with the absorption of the intermediate colleges. After about eight years of schooling, a selection system may be introduced for regrouping the students into different streams consistent with their future educational and vocational needs. I may add that if an examination is still considered necessary and the teachers' estimates not reliable, then it would be best to appoint a few inspectors in each State or region for scrutiny of the internal assessment made at the termination of Secondary education.

B. N. Jha : An issue which has been vexing the university authorities continually is how to get best students into the universities who would profit

by instruction and also, subsequently help in expanding the bounds of knowledge. As such, I endorse the question asked by Sir C. P. and later echoed by Mrs. Mehta, that we shall not be able to decide upon the method of university entrance until we know the aims of Secondary education. Now, so long as the secondary school examination continues to play the dual role of selection and education, the only method open to the universities is to select the students on the basis of marks obtained at the high school or intermediate examinations, as the case may be. We cannot afford, and it is unreasonable also, to hold another test for admission to the university. Of course, even students who may have done well at the intermediate examination in some selected combinations of subjects do not succeed very well when they come to the university and continue in the same subjects. This may be due to the fact that studies at the first degree level are difficult and, as such, demand greater ability and aptitude than what may have ensured success at earlier stages. However, this is just something which needs investigation by psychological methods including objective and aptitude tests; but we cannot introduce these techniques unless we know exactly what kind of a product we are getting at the end of the secondary stage. As suggested by Professor S. N. Bose, it may be easy to interview candidates seeking admission if the numbers are small, though it would be difficult to handle several thousand applicants in such a personal way.

The importance of co-ordination between Secondary and University education cannot be overemphasised. As regards the representation of the universities on the Boards of Secondary Education, I personally know this to be the case in Uttar Pradesh and Madhya Bharat. Indeed, the university representation is adequate and in spite of the change in their constitution, the universities play a dominant role in advising the framing of the syllabi. On the other hand, the Chairman of the Board of Secondary Education in Uttar Pradesh is an *ex-officio* member of the Senate.

As regards the conducting of examinations, the Boards have their own problems. The spatial spread of their work is large and so also the number of examiners. As such, a confidential section has to be set up. The position is slightly different with the unitary universities where there is only one examination centre. The affiliating universities of Agra and Gorakhpur have confidential sections and so also, in their own way, the unitary universities of Allahabad and Lucknow. I think, therefore, that the sanctity of the examinations conducted by these universities is perfectly guaranteed.

A. L. Mudaliar : I think we have had a fair discussion on the subject. However, there are a few points stressed by some persons to which I may, perhaps, reply. In the first place, so far as the training of teachers is concerned, I may inform Professor Bose that many States are organising special training courses, particularly for the diversified courses of instruction suggested in the Secondary Education Commission's report. Secondly, I should like to state that, in view of the large number of teachers required, a great expansion of training colleges has taken place. For instance, in my university area, where there were four training colleges formerly, we now have 18, both for men and women.

The third point I should like to stress is about representation. The Director of Education, who is the Chairman of the Board of Secondary Education, is everywhere an *ex-officio* member on all university bodies including the Syndicate and the Boards of Studies. Besides, we have statutorily represented the headmasters' constituency in the Senate and the Academic Council, and more headmasters come through the graduates' constituency and

some others are even nominated. When there is a question of discussion, the university is always glad to have a joint consultation with some members of the Board of Secondary Education.

I did not quite understand what was meant by the confidential section. It is invariably the practice of every university to have a confidential section presided over by a separate officer—in my university the Deputy Registrar—; and we could not get on with our examinations without such a safeguard. However, I entirely agree that the difficulties of maintaining this absolutely confidential are many! That is a different problem which we study regularly after every examination.

Again, I do not appreciate what is implied by wastage of which there is often much talk these days. If a person fails to get a degree, he has not necessarily wasted his time. Indeed, in former days, applicants for posts generally commended their candidature by a declaration of being a *failed matriculate* and then got the jobs as well! When the report referred to by Sir C. P. has been implemented, there would be no problem of *failed* students from the point of view of employment; for, like the Civil Service examination of Great Britain, there would then be no insistence on degrees.

I welcome two suggestions. Firstly, that there should not be an examination after the higher secondary stage for university entrance, and that the admissions should be based on the single examination. Secondly, so far as professional courses are concerned, there are other methods of selection. If a university desires to have a particular test, as I believe the Lucknow Medical College has, they are very welcome to it, but this should not be laid down as a necessity.

The main object of the Higher Secondary Course is not university entrance, and we as university men, do not wish to create the impression that we are dominating Secondary education any longer. This was the essential thing with which the Secondary Education Commission was impressed; and that, indeed, should be the main consideration in organising any courses or tests. Leave the universities alone, and make the Secondary education test whatever is desired.

X

PRIORITIES

Priorities

A. L. Mudaliar : I should like you now to concentrate on an important Paper from the University Grants Commission on which Mr. Deshmukh has requested our views.

According to the proposals made by the Vice-Chancellors' Conference, the total amount is estimated at 32 crores of rupees. But of this, 12 crores is a loan for the construction of staff quarters and, whatever its importance, we have to treat that as a separate item. I think that so far as the loan proposals are concerned, bearing in mind the two suggestions of Mrs. Mehta, we may approach these proposals as a loan proposition with the additional safeguard of commending the first of Mrs. Mehta's suggestions which has already been adopted by the All-India Council for Technical Education.

We are thus left with 20 crores for a certain number of subjects being dealt with by the University Grants Commission taking the last three into consideration, *i.e.* arrangements for medical treatment of teachers and their families, provision for holiday homes and staff clubs; you will note that a certain amount of attention has already been paid to them. For instance, in some cases hobby workshops have been commended which should bring into relief many of the ideas of Mr. Fyzee.

So far as the enhancement of salaries of college teachers is concerned, Sir C. P., who could not be present here today, has asked me to state that this was his first priority. I had said that this would be generally agreed to by the conference. The only point I should like to suggest is that, in view of circumstances, it may be necessary to grade the increase through a period of say five to ten years. I think it would not be wise to insist on the complete improvement suggested by the University Grants Commission for the sake of getting 10 crores of rupees, and to do nothing for the teachers if the entire sum is not made available. I hope you all agree with this proposal.

T. M. Advani : I do not quite understand your suggestion about grading over the years.

A. L. Mudaliar : The University Grants Commission has suggested some scales, but if we do not get the total money for their implementation, let us not say that nothing can be done. Suppose, the suggested grade is Rs. 350-850; and if we have not the full amount, we may start with one of Rs. 300-600. This would give some hope to a competent teacher to stay on in the profession. This is our chief objective. So I should accept the first priority, as suggested.

A. Member : As hope unrealised !

A. L. Mudaliar : That is true, but I am in a position to say that so far as the University Grants Commission is concerned, this is a firm recommendation which should be put into effect.

Another Member : If the question of matching grants comes up, then what?

A. L. Mudaliar: After the visit of Mr. Deshmukh to several universities, he has come to realise that the matching grants may not always be available to the desired extent. For this reason, I think, the University Grants Commission may take the view that they need not insist upon that but provide their own share to the extent possible. Nevertheless, I hope public pressure would be brought to bear upon the State Governments derelict in this matter to make them realise their responsibility.

A Member: This is only for college and not university teachers.

A. L. Mudaliar: In fact, in the scales suggested, no parity between university and college teachers has been envisaged. But even there, if the State Government does not provide the matching grant, we hope the university and the University Grants Commission would try and do their best in this matter.

Another Member: The Bombay Government has not given the corresponding grant for university teachers' increments and, consequently, the whole proposal has been held up. If the University Grants Commission gives its share, at least, we may give something to our university teachers.

A. L. Mudaliar: I hope the same policy will be adopted in the rare cases of the university teachers. The Commission's share is 80% which is a very generous grant for the Second Five-Year Plan period, and which I know, has been evolved after considerable discussion. I think the remaining 20% is not very much for even the university to provide from its own resources.

Another Member: If the University Grants Commission were to let us know that we could go ahead with a part of the contribution, this would be very satisfactory indeed.

A. L. Mudaliar: We shall place the suggestion before the University Grants Commission.

T. M. Advani: So far as the affiliated colleges are concerned, the contributions are on a fifty-fifty basis.

Hansa Mehta: Where all the teachers are of the university, as in our case, we have not been able to get anything from the State Government.

A. L. Mudaliar: That is why the request is to be made to the University Grants Commission. In those exceptional cases where nothing can be obtained for the matching grants and the universities too are not in a position to provide the money, the University Grants Commission may be requested to take a sympathetic view of the matter.

S. Mathai: In this connection of matching grants, I think there are certain complications which the present body should keep in mind. Some States have agreed and, indeed, have already made available the necessary funds. This complicates the situation. If at this stage, we state that those who have been recalcitrant in this matter would be forgiven and need not find the money, the situation becomes even more complicated. I am not expressing an opinion but merely stating a fact.

I should also point out that this 10 crores is a very rough estimate arrived at by Mr. Deshmukh yesterday. We have no exact calculations.

Indeed, there are about 60,000 college teachers in India with an initial salary ranging from Rs. 100 to Rs. 300 p.m. The actual amount involved in bringing about a certain level of conformity would be quite considerable and needs elaborate calculations. The University Grants Commission have recommended a grade of Rs. 200-400 p.m. for college lecturers. In addition, I should say that the figures put down here are not only approximate but, at the moment, have no relationship with the funds available with the Commission.

A. L. Mudaliar : That, of course, is true. Even yesterday Mr. Deshmukh made it very clear that these are additional funds or a substitution of the funds for these items.

S. Mathai : The two have to be co-ordinated. If teachers' salaries are to be increased, then, may be, the envisaged capital expenditure could be halted. I am merely expressing an opinion that human beings should come before bricks and mortar.

Another Member : In Rajasthan, for example, this problem of the improvement of the college teachers' salaries does not arise. All are government colleges and the teachers' grades are better than those being proposed now. This would mean that we, in Rajasthan, would be deprived of this advantage.

A. L. Mudaliar : I should like to clarify this point and the submission to be made to the University Grants Commission. Each State should be taken as a unit and the issues decided on that basis. Even then, it would be necessary to consult the universities as to the priorities to be given. But we should agree on certain fundamentals, for example, on the necessity of libraries and laboratories to ensure desired educational progress. This is why, I suggest that we must leave the matter to the discretion of Mr. Deshmukh to review the allocations in the light of the suggestions made here. I should go further and say that if this conference affirms that additional money be provided by the University Grants Commission, that would, perhaps, be the most reasonable method of meeting the situation. I am not prepared to suggest, nor indeed is Mr. Mathai, that any of these items is unnecessary or that it may be set aside because funds are not available. It may be possible to readjust these items slightly, taking due note of all the requirements, but I should also suggest that the requirements of the universities of each State may have to be taken into consideration individually.

S. Mathai : This would be a question of phasing, I suppose. It is not a question of choice, but of ordering. What is it that a particular State wants to put first ?

A Member : Then is it re-allocation ?

A. L. Mudaliar : The ordering may vary amongst the universities and the amounts accordingly adjusted slightly.

S. K. Bhuyan : Will this amount be in addition to the allotment already made to the universities ?

A. L. Mudaliar : All that this Paper says is that Mr. Deshmukh, having taken note of your wishes in this matter, has tried to put it in a concrete form by giving certain figures; and he is now requesting you to give your ideas about these points in a more definite manner. So we suggested that

on the present list, the improving of teachers' salaries should be given the first priority.

B. N. Jha : If I understood Mr. Deshmukh right, this would strengthen his hands in negotiating with the Central Government for additional funds.

A. L. Mudaliar : That is the first line of attack; but as we are proceeding in a diplomatic war, we should keep other lines also open to us for consideration.

A Member : Diplomacy does not mean we should place all our cards on the table at once ! We should do something for getting additional funds.

A. L. Mudaliar : That is why I suggest these items be treated first as additional requirements apart from others. But, as Mr. Mathai has said, there may be a somewhat phased programme to bring in some of these items, and in doing that the wishes of the universities under the States may all be taken into consideration.

With regard to cubicles, they are very desirable for all teachers. But some colleges and universities already have them. In Madras, we have made it a rule that provision must be made for teachers not merely in the libraries but also in the laboratories. So, cubicles would not be required everywhere as a matter of right. To that extent, we may examine the proposal after getting due information about the requirements of every university.

V. K. R. V. Rao : I think what is required now is the opinion of the Vice-Chancellors on the importance of providing these cubicles. Some fortunate universities may have them, though this is not so in Delhi University. Cubicles do not exist even in the science departments, not to speak of the humanities, Even readers do not have separate rooms ! How on earth can we expect research when teachers do not have even a place to sit and work ? The matter may be re-examined in the light of information regarding existing facilities in the different universities; still where cubicles do not exist, a high priority should be given.

A. L. Mudaliar : The problem needs information about existing facilities, and should be given the next priority.

V. K. R. V. Rao : Certainly, Sir.

R. P. Paranjpye : I suggest that when we provide these cubicles for the teachers, we should also enforce the condition that teachers would be available for consultation by the students for a definite number of hours.

V. K. R. V. Rao : I shall take this for granted. You do not have to enforce it.

A. L. Mudaliar : As a matter of fact, in all the colleges of my university, the teachers have to be in attendance from 10 to 4 whether they have any lectures or not. Indeed, the maximum number of lectures is 14 per week for a lecturer. In spite of this, the teachers have to be in the college for the stipulated time for consultation with the students, the staff or the principal and, at times, to replace a teacher suddenly called away on some other duty.

S. K. Bhuyan : Something should be done for improving the conditions of university assistants and clerks. They work hard and are very poorly paid.

A Member : The situation varies in different States.

I suggest that the first two items and another I am going to propose, should be the only ones regarding the improvement of the status of the teachers. A sum of two crores should be provided for summer schools and refresher courses for teachers. This is very important, for I think at least 90% of the teachers need some sort of re-education. In all, we thus have 17 crores for the three items for the improvement of the status of the teachers.

A. L. Mudaliar : The Ministry of Education is providing funds for summer schools.

A Member : The universities should not be required to make any contribution for this expenditure.

A. L. Mudaliar : I do not know, Sir.

R. A. Gopalaswami : Yesterday, I was listening with great interest to Mrs. Mehta because I thought that she had put her finger on the real point. However, later on, I was disappointed that the discussion took a turn which indicated that the realities of the situation were again being missed. I do not know to what extent Mrs. Mehta was satisfied with the assurances given but, as a representative of a State Government, I certainly was not. It was no satisfaction for me to learn the difference between committed and development expenditures nor, indeed, that a second Finance Commission was to follow the first! I shall explain the reasons for my dissatisfaction, despite the eminence of the exponents. In recent years, the size and the resources of Madras State have been continually decreasing, though the expenditure on education has been increasing at a rate of a crore of rupees annually. Now it is a matter of simple arithmetic that given this rate of annual increase and a crore as the initial committed expenditure, we need 15 crores as development expenditur at the end of five years just to keep up the normal rate of growth! New admissions and more colleges and teachers, demand more money and under the grants-in-aid rule our liabilities are automatically fixed. In our optimism we asked for 30 crores as our Plan expenditure which was ultimately whittled down to 11¼ crores. The balance of 3¾ crores would constitute our non-Plan expenditure.

The Finance Commission came and computed our committed expenditure and also defined our non-Plan expenditure, the Planning Commission indicates our Plan expenditure. We know what we can raise and also our rate of growth; now what is the State Government to do? I am not here to defend the Bombay Government, though I can understand their difficulty and the way they are trying to deal with the problem. As I see it, there is no way out but to reduce our non-Plan expenditure. On the other hand, if there is any money coming from the University Grants Commission for the development of higher education, the State Government do not wish to deprive the State of those benefits by their failure to provide the stipulated matching grants. Accordingly, we are making a lump sum provision for this item, though I am quite sure from where we are going to actually get the money. This is the problem, though, if by saying anything we could get more money for education no one would stand in the way.

We are all agreed on the development of education, but we cannot be unaware of the gap in the whole plan, the rising prices and the continual threats of strikes. As such, it would be irresponsible on our part to say that the other State Governments who are refusing grants because of their inability to provide the matching funds, do not know their business. In this respect, I should prefer something small but definite and feasible instead of a large and uncertain development. Now, I frankly do not like to commit the Madras Government to a definite revision in the scale of pay of teachers, much as I think it should be done. This is bound to create expectations for the recruitment done on a higher pay scale, and we are not sure how the increase would be met after the end of the present plan period. In the future, more finance commissions will be appointed, and though I am sure that this development expenditure will be treated as a committed one, I am not sure whether the plan and non-plan allotments would be adequate to meet the committed situation and the proper development thereafter.

I suggest that the University grants Commission, which has received enough material to make a rough estimate of our deficiency in various educational needs, indicate the total amount of deficiency to be made good in the next three years, taking the State as unit. This would have to be considered in the light of the available resources of the State, and we shall try and do our best. The funds are with the University Grants Commission and they should be definite about what they can provide to each State for the development of higher education and leave it to the State to do the best that is feasible.

A. L. Mudaliar : I think it is necessary to have that practical consideration in mind, and the universities themselves may have to consider afresh the sort of priorities they are to put up to the University Grants Commission. It is further necessary in a conference of this nature for us to realise that, after all, it would not be desirable for the universities to unnecessarily duplicate many of their courses; that there should be more regionalised study of these important development projects; and that we should also help the University Grants Commission to come to some definite conclusion instead of each one putting forward projects without knowing about the neighbouring universities. All that we can say now is that generally the improvement of salaries of college teachers is, in our opinion, a subject meriting a high priority. How the University Grants Commission ultimately deals with it will depend upon the individual universities and also the States. Likewise, the provision of certain amenities for the teachers has also been given a high priority, and it is suggested that the University Grants Commission may also take this into consideration.

Regarding arrangements for their medical treatment, it would be appropriate if enquiries are first made from the State Health Departments regarding their development plans. In certain universities, provision exists for the opening of health centres for both students and teachers. In other places, it may be necessary to suggest the desirability of having such units.

A member : Do university departments generally give free medical aid to their employees and their families ? In Bombay, they do.

Another Member : I am inclined to think that, perhaps, the universities may consider a health insurance scheme as I found existing in many foreign countries.

A. L. Mudaliar: May be, like the Compulsory Health Service of the Central Government.

Now, with regard to holiday homes and staff clubs, perhaps, a little lower priority may have to be given to them on practical considerations. For instance, staff clubs are in existence in many places. However, they are very desirable and I do agree that they promote a corporate spirit amongst the staff. A problem which may have to be considered would be to devise the best method of promoting the establishment of staff clubs. There may be for instance, a little cooperative enterprise with certain amount of assistance from the universities for which the University Grants Commission may be approached, if necessary. But if we say that, under the same terms, as Mr. Gopalaswami has emphasised at a very crucial period, it is no use expecting the State Governments to go on increasing their expenditure unless we ourselves are in a position to indicate the essential requirements, then I welcome the idea that the State Government, the universities and the University Grants Commission consider the proposals for each state and give the order of priority within the funds available.

I may generally state, and I think there will be no objection, that in our view the provision for educational development is meagre and it should be revised as soon as possible.

V. K. R. V. Rao: On the question of medical treatment, it seems to me we may request the Central or the State Governments, wherever they have schemes for health facilities for their own employees, that college and university personnel be also included in such schemes on the same terms and conditions. At the moment, I believe an offer has been made to include semi-public officials in the schemes.

R. A. Gopalaswami: I understand the problem at the moment in expanding the schemes is the non-availability of medical staff and hospitals.

A. L. Mudaliar: The situation varies, in big cities it may not be a problem, but in scattered areas, like my university, it is very big.

Shall we then on a general formula, report to the University Grants Commission?

This concludes our business.

XI

VOTES OF THANKS

Votes of Thanks

R. P. Paranjpye : Before the conclusion of this conference, let me propose a hearty note of thanks to Dr. Mudaliar for the excellent manner in which he has conducted the proceedings. I am sure every one of us has enjoyed these three days of frank discussion on various university problems.

We are much obliged to the Ministry of Education and Scientific Research for organising this conference ; and our thanks are also due to Mr. Deshmukh and others who have helped us in our deliberations. I hope you will carry this vote of thanks.

N. S. Junankar : On behalf of the Ministry of Education and Scientific Research I should like to join Dr. Paranjpye in offering our cordial thanks to Dr. Mudaliar for having conducted this conference so successfully. I should also like to associate myself and the Ministry with the thanks to Mr. Deshmukh, whose active and continual participation in the deliberations of this conference has been useful and will prove to be of great value in our future work of University education.

I am aware that the conference ended almost on a somewhat depressing note on account of financial considerations but, perhaps, if we go back to the earlier deliberations of this conference, we may refresh our memory by what Dr. Ghosh said. Ultimately, we agree that the provision for education is rather inadequate, and every one of us has to educate the masters who provide the funds and make the priorities in the country's future development ! Perhaps, if the Vice-Chancellors, the Departments of Education and public men utilise the media for educating public opinion, better things may result. As it has been said, "No country is poor enough to afford a good system of education"; and we have the example of Great Britain, where, in the midst of war and immediately after, the most ambitious programme of educational reconstruction was launched and paid for in every detail.

I should again like to thank all the Vice-Chancellors and others who participated in this conference, and hope, as our Minister said this morning, that perhaps there will be other opportunities where the Vice-Chancellors can discuss their problems and difficulties in detail and pool their experience and knowledge for the common purpose of solving them to the best of our ability.

XII

APPENDICES

APPENDIX (I)

Programme of the Conference

Vigyan Bhawan, Commission Room 'G'

Director : A. L. Mudaliar

Date	Time	Topic
30-7-1957	10 A.M. to 11 A.M.	Inauguration
Do.	11 A.M. to 1 P.M.	The Office of the Vice-Chancellor
Do.	2·30 P.M. to 5 P.M.	University Finance
31-7-1957	10 A.M. to 1 P.M.	University Bodies
Do.	2·30 P.M. to 5 P.M.	Problems affecting University Teachers
1-8-1957	10 A.M. to 1 P.M.	Problems affecting University Students
		School Boards and Universities
		Priorities

11—3 M of Edu./58

APPENDIX (II)

List of Invitees

A. Vice-Chancellors of the Universities :

1. K. P. Bhatnagar	Agra
2. B. H. Zaidi	Aligarh
3. S. Ranjan	Allahabad
4. V. S. Krishna	Andhra
5. T. M. N. Pillai	Annamalai
6. V. S. Jha	Banaras
7. D. Ram	Bihar
8. T. M. Advani	Bombay
*9. N. K. Sidhanta	Calcutta
10. V. K. R. V. Rao	Delhi
11. S. K. Bhuyan	Gauhati
12. H. V. Divatia	Gujarat
13. T. Sen	Jadavpur
14. A. A. A. Fyzee	Jammu & Kashmir
15. D. C. Pavate	Karnatak
*16. K. A. S. Iyer	Lucknow
17. A. L. Mudaliar	Madras
18. Hansa Mehta	Baroda
*19. K. V. Puttappa	Mysore
20. K. T. Mangalmurti	Nagpur
21. M. S. Doraiswami	Osmania
22. A. C. Joshi	Punjab
23. B. Prasad	Patna
24. R. P. Paranjpye	Poona
25. M. V. Mathur†	Rajasthan
26. A. N. Khosla	Roorkee
27. B. D. Patel	S. Vallabhabhai Vidyapeeth
28. Ishwar Chandra†	Saugar
*29. K. M. Jhaveri	S. N. D.T. Women's
*30. S. Govindarajulu	Sri Venkateswara
*31. A. R. Mudaliar	Kerala
32. P. K. Parija	Utkal
33. S. N. Bose	Visva-Bharati
34. A. C. Joshi	Kurukshetra
35. Mata Prasad	Vikram
36. B. N. Jha	Gorakhpur
*37. K. L. Dubey	Jabalpur

B. Education Secretaries of the States :

*1. S. A. Iyengar	Andhra
2. M. Sultan	Assam
3. K. Abraham	Bihar
*4. G. V. Bedekar	Bombay
*5. J. N. Bhan	Jammu & Kashmir
*6. L. O. Joshi	Madhya Pradesh

7. P. K. Nambiar	Kerala
8. R. A. Gopalaswami	Madras
9. R. Srinivasan	Mysor
10. P. N. Mahanti	Orissa
*11. I. M. Verma	Punjab
*12. S. P. S. Bhandari	Rajasthan
13. S. P. S. Bhatt††	Uttar Pradesh
14. D. M. Sen	West Bengal

C. Secretaries of the Board of Education :

1. R. R. Gupta	Delhi
*2. E. K. Menon	Madras
3. R. S. Johri	Uttar Pradesh
4. G. D. Widhani	Ajmer
5. D. R. Raychaudhuri	West Bengal

D. Special Invitees :

1. C. D. Deshmukh	Chairman, U.G.C., New Delhi
2. H. N. Kunzru	Member, U. G. C., New Delhi
3. K. S. Krishnan	,, ,, ,,
4. S. Ratnam	,, ,, ,,
5. M. S. Thacker	,, ,, ,,
6. S. Mathai	Secretary, U.G.C., New Delhi
7. H. Kabir	Minister of State in the Ministry of Civil Aviation
8. J. C. Ghosh	Member (Education), Planning Commission
9. C. P. Ramaswami Aiyer	Ex-Vice-Chancellor, Banaras University
10. V. K. N. Menon	Director, Institute of Public Administration New Delhi
11. G. N. Mackenzie	Educational Consultant to the Government of India
12. R. K. Bhan	Deputy Educational Adviser to the Government of India
13. S. K. Mitra	Indian Statistical Institute, Calcutta
14. S. Natarajan	Director, All India Council for Secondary Education

*These persons were unable to attend the Conference.

†Representatives of the Vice-Chancellors of their respective Universities

††Representative of the Education Secretary

APPENDIX (III)
Lists of Priorities

A. Priorities of the University Grants Commission :

The University Grants Commission have decided to consider schemes for giving grant for the development of higher education and research under the Second Five Year Plan as follows:—

Science

(*a*) General development of existing departments, including rehabilitation and normal replacements, etc.;

(*b*) Development of Library facilities;

(*c*) Establishment of central workshops in the Universities with a view to encourage designing and fabrication of scientific equipment;

(*d*) Extension of facilities in the existing departments;

(*e*) Construction of buildings for laboratories;

(*f*) Starting of new courses of study or establishment of new departments;

(*g*) Publications;

(*h*) Scholarships and Fellowships.

Technology

(*a*) Increasing of intake of students in existing Engineering and Technical Institutions;

(*b*) Strengthening of the existing courses by extending their durations;

(*c*) New courses of technical education;

(*d*) Development of facilities for post-graduate training and research in Engineering and Technological subjects.

Humanities

(*a*) Construction of library buildings and addition of books to the present stock of library books of the Universities;

(*b*) Enhancement of salary scales of University teachers;

(*c*) Construction of hostels and staff quarters;

(*d*) Development of post-graduate teaching and research in Humanities;

(*e*) Publication of research work done by scholars in the Universities;

(*f*) Scholarships for post-graduate and research students of the value of Rs. 100 and Rs. 150 p.m. respectively;

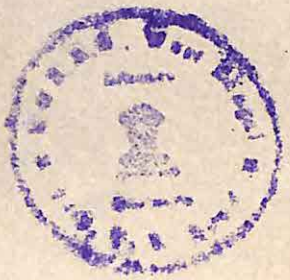
(*g*) Extension work by University teachers;

(*h*) Student Welfare—Student Homes for day scholars, Health Centre Common Room Cafeteria, etc.

The Commission have also decided to give grants for the following general purposes:—

1. General Education course
2. Three years Degree Course
3. Hobby Workshops
4. Poor students Fund
5. Regional Languages Scholarships

B. Priorities made by the Vice-Chancellors' Conference

Sl. No.	Proposals	Approx : cost Rs.
		crores
1.	Improvement of salaries of College teachers	10
2.	Provision of cubicles for every teacher	5
3.	Provision of funds to be placed at the disposal of the Universities and Colleges for small research grants to individual teachers	2.5
4.	Staff Quarters	12 Loan
5.	Arrangements for medical treatment for teachers and their families	2.5
6.	Provision of holiday homes	
7.	Staff Clubs	
		27.0 crores

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